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ABSTRACT

This report, one in a series of three publications for vocational program developers and others to use in planning and developing a community-based response to worker dislocation, deals with programs for dislocated workers that have been developed and supported by private sector and local community efforts and resources. Reviewed in the first chapter are various services that are often needed by dislocated workers, including income assistance, outplacement services, out-training, job search skill training, evaluation and assessment services, counseling services, relocation assistance, and retraining services. The second chapter deals with the context, purpose, organizational characteristics, program characteristics, and outcomes of three community-based dislocated worker assistance programs. These programs are Project RENEW: A Manpower Assistance Program for Displaced Workers, the Metropolitan Reemployment Project, and the Dislocated Workers Education Training Program. Examined in the final chapter are six sample preventative, layoff, and postlayoff strategies that have been used by individual companies to alleviate the problems of dislocated workers. Profiles of 35 other displaced worker assistance programs are appended. (MN)

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Research and Development Series No. 243B

# HELPING THE DISLOCATED WORKER: SAMPLE PROGRAMS

William L. Ashley
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The National Center for Research in Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, Ohio 43210

1984

CE 038 530

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## FOREWORD

Dislocated workers are unemployed because their jobs have been eliminated by economic, technological, or structural changes in American business and industry. Recent estimates place the number of dislocated workers between 1.5 and 2 million individuals.

The profile of the typical dislocated worker is that of a white male with considerable tenure, earning a high wage in a blue-collar job. The dislocated worker generally has been a union member, experienced stable employment, and worked in a manufacturing industry such as steel, automobile, rubber, textiles, or consumer goods. Because of the traditionally high wages and job security afforded by such industries, many of the workers have had little or no employment experience in other jobs and have acquired firm-specific skills that are not readily transferable to other occupations.

Although the typical profile of a dislocated worker is that of an individual who has enjoyed a labor market advantage relative to other groups, those that are most severely affected by dislocation are often females and members of minority populations. Members of these groups have more recently made advances in their occupational positions, but due to their limited tenure, are among the first to be laid off during a reduction. And all dislocated workers, especially older individuals, who have been displaced because of plant closures, business failures, and mass layoffs are unlikely to find jobs or wages similar to their previous employment. These people often need special assistance in coping with and overcoming economic and personal problems related to their unemployment and in finding new jobs. In response to the recent increase in the number of plant closings and layoffs, state and local governments, employers, unions, community agencies, and educational institutions in many localities, have united to meet the challenge of helping thousands of currently unemployed workers prepare for, seek, and secure new jobs.

Some predictions suggest that, by the end of the decade, thousands of jobs may be eliminated or drastically changed by future advances in automation, communication, and computer technology. Such speculations raise serious concern about the future dislocation of significant numbers of currently employed workers.

Questions about the job security of many working adults suggest that the role of vocational educators and other service providers will have an increasing emphasis on assisting dislocated workers to prepare for and transfer into new occupations. The National Center for Research in Vocational Education has prepared three publications to facilitate the efforts of those who are, or will become, involved in planning and developing programs to aid dislocated workers in adjusting to future career changes. The publications are intended for vocational education and training program developers, counselors, job placement specialists, and other service providers. They present a sample of strategies and ideas for organizing and delivering services to dislocated workers. Additionally, information is provided about resources and materials available for use in assessing, counseling, and directing workers in job search and retraining activities.

The National Center wishes to thank the many individuals who served on the focus group that met several times to assist in planning and reviewing the publications. Special appreciation is expressed to Mary Ellen Cooper, former Associate Director, Employment and Education Commission of Franklin County, Ohio; Richard Steinkohl, Prevention and Marketing Specialist, North Central Mental Health Services and Institute, Columbus, Ohio; Richard Sheir, Research Assistant, Ohio Bureau of Employment Services; Ned Katterheinrich, Director of Counseling, Columbus Technical Institute, Columbus, Ohio, and Don Huey, former Human Resources Specialist, R. G. Barry Company, Columbus, Ohio, for their recommendations regarding content and format and their critique of the first draft of the publications. Our thanks are also extended to the many individuals who coordinated project staff site visits including Morton J. Baum, Special Assistant to the Director, and staff of the Mayor's Office of Manpower Resources, Baltimore, Maryland; Bob Finney, Right Associates, Alexandria, Virginia; Michael H. Maguire, Project Director, and staff of the Metropolitan Reemployment Project, St. Louis Community College, Missouri; James Holmberg and Geri Weiss, Program Coordinators, the Dislocated Workers Educational Training Program, Community College of Allegheny County, Pittsburgh, Pennsylvania; Tom Smith and Marie Nonnemacher, Program Specialist, State Department of Labor and Industry, Wilmington, Delaware.

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Special recognition is extended to William L. Ashley, Project Director, Gale L. Zahniser, Program Associate, and Janie B. Connell, Graduate Research Associate, for their roles in developing this product. Dr. Ashley's research background includes an emphasis on career change and occupational adaptability and training and development in vocational education. Ms. Zahniser's background includes applied research in labor market information, and economic development planning and international human resource planning. Dr. Connell has had experience administering and coordinating programs in vocational education for disadvantaged and handicapped individuals and has assisted in research on the effects of career guidance.

Robert E. Taylor
Executive Director
The National Center for Research
in Vocational Education

## EXECUTIVE SUMMARY

Future economic conditions and technological changes are likely to increase the numbers of adult workers who will face the problem of job dislocation or skill obsolescence during their work lives.

In response to the current and future problems encountered by dislocated workers, the National Center for Research in Vocational Education prepared three publications to assist vocational program developers and others in providing a range of helpful services. The information, ideas, practices, and strategies presented in the publications were abstracted from many different sources. The material illustrates the diversity and practicality of approaches that have been implemented in various communities to address the particular needs and circumstances of dislocated workers.

Job search, placement, and retraining often are important elements of community sponsored reemployment programs for dislocated workers. Recognizing that such services should be based on a careful assessment of client needs, interests, abilities, and skills, the project had three major foci:

- Information on community responses to worker dislocation was synthesized into a description of a generic approach to planning a community-based program for dislocated workers.
- A sample of locally developed programs that are serving the needs of dislocated workers were identified and described.
- Available materials and resources that can be used in client assessment and job search training were identified and described.

This publication reports on programs that have been developed and supported by private sector and local community efforts and resources. The decision to do so was based on the assumption that local programs would better reflect practices and approaches that other communities could adopt and implement on a more modest budget by utilizing existing local services and resources. The programs that were selected for review were chosen primarily to illustrate the range of approaches and strategies that may be useful in other communities. Other program models and practices are evolving rapidly as various national associations and government agencies proceed with the development of assistance programs (see appendix A).

The identification of dislocated worker programs was accomplished through reviews of journal articles, newsletters, conference reports, and discussions with individuals in various state agencies and private sector organizations. Over fifty dislocated worker programs were identified and descriptive information was collected on forty of these. Some of the programs identified are large-scale efforts funded by the U.S. Department of Labor as demonstration projects and programs sponsored and funded by negotiated labor-management agreements such as the UAW-Ford and

UAW-General Motor national training programs for their dislocated employees. Although such programs are among the largest and most current, they were not selected for discussion in this publication because they are receiving considerable publicity through the national and local media, their own public information efforts, and a variety of professional journal articles. Additionally, extensive and up-to-date information about such programs is available from the sponsoring agency or organization.

This publication is organized in three sections. Chapter one presents a review of different services that are often needed by dislocated workers. A variety of services can be provided to assist dislocated workers in adjusting to the loss of their jobs and preparing for and seeking new employment. Along with income assistance, personal counseling, outplacement, job search training, skill assessment, job counseling, retraining and relocation assistance constitute the primary services that have proved to be helpful to dislocated workers.

Chapter two presents a review of three community-based dislocated worker assistance programs. Six additional projects are briefly described. The nine were selected from forty-nine programs that were analyzed and categorized according to the time of implementation and the combination of agencies involved.

Various programs have been implemented in response to the needs of dislocated workers. Some were initiated prior to a layoff in an effort to avert a major dislocation of workers or ease the impact of terminations. A second group of programs focused their activities on services needed at the time of layoff, while a third group was developed to provide postlayoff assistance.

The scope of services offered by different programs varies from brief, intensive workshops to providing individuals with job search preparation, to more extensive efforts to design and retrain and educate workers for new careers.

Designing a program to meet the site-specific needs of a given population of affected workers is a primary characteristic of most community efforts. Capitalizing on existing expertise and resources also appeared to be a key factor in the responsiveness of communities.

The problem of worker dislocation is likely to be with us for some time to come. Those who will become involved in programs to assist dislocated workers will find this publication useful in identifying alternative services and models for community-based programs and possible agencies and organizations with which to collaborate in delivering needed services.

The appendix to this publication contains profiles of other programs that have been developed to assist dislocated workers. Some of the programs have been completed and while no longer operational provide alternative models and examples for structuring new programs.

The primary source of information for each program is listed so that more detailed information can be located if desired.

# CHAPTER I

# SERVICES FOR DISLOCATED WORKERS

## Introduction

Dislocated workers often need various types of assistance and services to help them confront and cope with their job loss and reemployment problems. In terms of general range of services that can be provided, the following groupings are representative of those most often needed.

- Information and income assistance
- Assessment and counseling services
- Job search and job placement assistance
- Educational and training services
- Relocation assistance

During the initial period following plant closure or layoff, dislocated workers need information about the kinds of services and assistance available to them. Many workers will not be aware of or willing to seek out help from agencies or programs that exist in the community. Because the closing of a plant tends to destroy the social structure and worker relationships that exist among employees, individuals often become isolated from their former work peers and may curtail other social contacts with friends and neighbors. The resulting isolation often prevents dislocated workers from becoming informed about opportunities and events of importance to them.

A second major need of many dislocated workers is that of assistance in assessing and evaluating their past work histories, identifying their marketable skills, and establishing a job search plan. Individuals often lack an awareness of the full range of capabilities they possess that may assist them in entering new areas of employment. Counseling services are also needed to aid workers in coping with their current problems and in taking appropriate actions necessary to resolve or overcome them. The need for counseling varies among individuals and may range from crisis intervention and mental health services, to financial planning and career and job counseling.

Assistance in preparing for and executing a systematic job search, including referral and job placement, is needed by many dislocated workers. This is particularly true in areas where there is a high rate of unemployment and few or no industries similar to the one that has been lost.

Some dislocated workers need basic education and/or occupational training to improve or develop skills to enhance their employability. Training for specific occupations may prove useful if job openings are or will be available. Education to improve basic skills or develop transferable skills that are required in a range of jobs may help workers prepare for entry, advancement, or transfer into occupations that are different from their previous employment.

Workers who possess skills that are in demand in other parts of the state or other regions of the country may need assistance in relocating. Relocation assistance can aid individuals in searching for, locating, applying for, and securing employment in a new location. Financial assistance that defrays the cost of travel and lodging associated with interviews and job search may also be necessary for workers who have exhausted other resources.

## Profiles of Services

Given the range of problems and needs that dislocated workers experience, a variety of services should be provided to assist them in coping with job loss and in preparing for, seeking, and securing new jobs. The following list represents the range of specific services that are provided by companies, unions, government agencies, educational institutions, and community-based organizations:

- Income assistance
- Outplacement services
- Out-training
- Job search skills training
- Evaluation and assessment services (e.g., of skills, aptitudes, and/or interests)
- Counseling services (e.g., stress/crisis, financial/credit, career/educational, job/occupational)
- Adult basic education
- Retraining
- Relocation

The remainder of this section briefly profiles the nature of each type of assistance or service, as it is generally practiced.

### Income Assistance

A number of publicly funded income assistance programs exist to provide different levels of loss compensation and income support for varying lengths of time. Some programs protect special groups of workers affected by government policies and actions, disasters, and other specific circumstances.

The federal-state Unemployment Insurance (UI) system is the largest and most comprehensive income assistance program providing support to persons awaiting recall or searching for a new job. The system covers 97 percent of all wage and salaried workers. Because of work experience requirements, however, an estimated 50 percent of unemployed workers with recent job experience actually receive benefits. The weekly benefit amount is generally intended to replace about half of the former earnings before taxes (Sheingold, Gordon, and Levine, 1982, p. 25). State-established limits confine the range between approximately ninety to two hundred dollars, as of

January 1980. Most states provide coverage for a maximum of twenty-six weeks, although some states provide four to ten weeks' additional coverage. Sheingold, Gordon, and Levine (1982) estimated that about 65 percent of dislocated workers receive less than 50 percent of income replacement because many of the dislocated are in high-wage jobs.

The Trade Adjustment Assistance (TAA) program is the largest of the special programs provided by the federal government. It provides income maintenance support to workers whose jobs have been affected by import competition. Worker groups must petition the U.S. Secretary of Labor, who must certify that imports have adversely affected their jobs. Recent changes have been enacted under the Omnibus Reconciliation Act of 1981, including capping TAA cash benefits at state UI levels, making benefits available only after the state UI benefits have been exhausted, and limiting the duration of combined benefits for UI and TAA to fifty-two weeks. Also, workers who receive TAA benefits for more than eight weeks in an area of high unemployment in which there is no "suitable" employment must choose between training and job search outside the area (Sheingold, Gordon, and Levine 1982).

Other special federal programs targeted to specific groups of workers include the Redwood Employee Protection Program, the Railroad Employee Protection Program, and the Airline Employee Protection Program. In general the expenditures for these programs are small and are intended for specific industries that have been adversely affected by federal policies.

The most recent federal assistance program that focuses on the dislocated worker population is the Job Training Partnership Act of 1982 (JTPA). The act replaces the former CETA program and began operation in October of 1983. Title III provides for a separate, state-administered training and employment aid program for dislocated workers that requires state consultation with local Private Industry Councils (PICs) at key points of decision making.

Private protection and assistance programs also exist in addition to public programs. Martin (1983) reported that "most protections are found in negotiated labor-management agreements" and "written agreements are confined to unionized workers and management personnel at or above middle ranks" (pp. 46-47).

In his description of the types of job security clauses found in labor-management agreements covering 7 million workers, Martin listed the following as mechanisms to prevent or reduce involuntary dislocation of workers (pp. 49-51):

- Attrition
- Advance notice
- Extended vacation and transfer rights
- Reduced work hours
- Wage maintenance
- Recall and rehire
- Retraining
- Severance pay
- Supplemental unemployment benefits

**Outplacement Services**

Outplacement programs are undertaken by a firm, sometimes with the assistance of consultants, to minimize the disruption of terminating redundant or marginal personnel. Driessneck (1980) cited some examples of the benefits of outplacement programs in serving the corporate need and the individual's need as follows:

> The corporate need is to avoid adverse effects on internal employee relations and also on external public relations while reducing total separation costs. All these goals are best achieved when the departing person accepts the best possible job in the least possible time. The chances of this happening are measurably increased by providing him or her with the guidance and assistance of external, expert consultants while assuring ongoing corporate support throughout the individual's job search. (p. 86)

Outplacement services, typically include providing workers with information about benefits, transfer rights, retirement options, scheduled termination dates, and severance pay. Counseling services provided by outside consultants can include individual and family counseling sessions to assist workers in adjusting to the loss of their job, handling financial problems, and preparing for a new job. Assistance may be provided in the form of job interview referrals, posting job positions, and contacting other employers to inform them of available workers.

**Out-Training**

Out-training services go beyond outplacement by "helping displaced workers learn how to find new employment" (Adams 1980). Services may include resume preparation, skill assessment, job search skills training, interview training, and counseling to help cope with and prevent counterproductive actions such as gambling, excessive drinking, and so forth.

**Job Search Skill Training**

Training and practice in developing job search skills may be offered as part of a larger program of services or as a single service to dislocated workers. Generally, such training focuses on informing workers about the hidden job market and various approaches they may employ to gain access to it. Techniques of networking to obtain leads are taught along with the use of various types of interview approaches and skills. Individuals are assisted in analyzing their own skills and abilities and in determining career opportunities that capitalize on their talents. Support groups may be organized to provide reinforcement to the members as they implement their newly learned skills through actual job searches.

**Evaluation and Assessment Services**

Formal evaluation and assessment services are generally provided by trained professionals and may include the evaluations of a variety of individual abilities, skills, interests, and aptitudes, as well as academic and life competencies. A large number of test instruments, interest inventories, aptitude batteries, and work sample materials are available from public and private sources.

Both public and private agencies offer evaluation and assessment services, including employment services, university and community college counseling centers, rehabilitation agencies, private practitioners, and job placement companies.

**Counseling Services**

Counseling services are provided by public and private organizations and firms. The range of counseling services is broad, but of particular interest to dislocated workers are crisis and stress counseling, financial and debt management counseling, substance abuse counseling, career and educational counseling, and job and occupational counseling. Counseling services should be provided by trained and/or certified professionals. Services may be provided in conjunction with evaluation and assessment services. Counselors may be located in both public institutions and in private practices.

**Retraining Services**

Retraining for a new occupation may be necessary for workers who lack marketable skills. A multitude of both public and private training institutions and schools provide education and training services across a broad range of occupational programs. Some programs focus on specific entry-level skill development, and others provide advanced levels of training to upgrade workers' skills.

Two criteria are important in determining the types of training programs that are appropriate for dislocated workers. Dislocated workers should be retrained for replacement slots or high-demand jobs that offer stable employment. Retraining for jobs that offer only limited or short-term opportunities will result in wasted resources and the possibility of the workers remaining unemployed.

A second criterion to be considered in selecting a training program is the relationship between a worker's previous job experience and skills and the skills to be learned in a training program. When possible, it is more cost- and time-effective to provide workers with training that builds upon and extends the skills they have developed in prior work and training.

If the criteria of both job availability and skill match are satisfied, workers are likely to retrain in less time and will be more satisfied in a new job.

Retraining is costly and time-consuming and should therefore be initiated as soon after a layoff as possible to enable dislocated workers to complete the program before their income assistance and savings are depleted. Underlying all of these concerns is the need to consider the personal aptitudes, interests, and desires of each individual and to make the best match possible between workers, available jobs, and training programs.

**Relocation Assistance**

Helping dislocated workers relocate to another labor market area that offers better employment opportunities may be an effective type of assistance. Efforts to help relocate individuals typically include several particular types of assistance. Workers may be trained in job search and interview skills. They may be assisted in analyzing their skills and preparing a resume to be mailed to potential employers. A center or central facility that provides workers with access to long-distance telephone service and newspapers from other areas may be useful in the job search process.

Relocation does not necessarily mean that workers must move great distances or search for jobs only in out-of-state towns and cities. Opportunities for reemployment should be sought as

close as possible to the home location of the dislocated workers. When job opportunities are found within reasonable commuting distance, workers may need financial assistance to cover the travel costs and lodging associated with trips made to conduct interviews.

If a job is secured, individuals who have depleted their own resources may need additional aid until after they draw their first several paychecks. Both direct financial aid and/or discounts or free passes on public transportation may be employed. There are several advantages to targeting the job search as close to the residences of the dislocated workers as possible. First, local information networks are more effective in providing job leads. Second, workers will not be forced to sell their homes immediately and break family and neighborhood ties. If they must move eventually, they will have a longer period to prepare for and adjust to the change. A third advantage to trying for short-distance or in-state relocation is that the total cost of the program will probably be lower. Workers will also be in a more advantageous position to benefit from local retraining programs and social services, since they have been tax-paying citizens of the community.

In summary, a number of effective services may be offered to assist dislocated workers to prepare for, find, and secure new employment. The services may be offered prior to and following the termination of the old jobs. The sooner services are provided and utilized, the better, as a smooth transition to new employment reduces the costs to both the individuals and the community.

# CHAPTER II

# DISLOCATED WORKER PROGRAMS

## Introduction

This chapter reviews selected projects and programs that have been implemented to assist dislocated workers. The activities reviewed here were selected from a pool of forty-nine separate projects identified in research literature, bulletins, newsletters, journals, and reports. The sample of forty-nine projects was sorted on the basis of (1) the time of the implementation with respect to a particular plant closing or layoff and (2) the number of organizations and agencies involved in the implementation of the project.

The time dimension is divided into the prelayoff, layoff, and postlayoff periods. The sponsorship dimension is categorized into single agency, joint agency, and multiagency delivery modes. In combination, the two dimensions create a nine-cell matrix, as illustrated in figure 3. Information compiled on each of the forty-nine projects was reviewed to determine which of five basic categories of services were provided: (1) information and income assistance, (2) assessment and counseling, (3) job search and placement assistance, (4) education and training services, and (5) relocation assistance. The review also determined the nature of the sponsorship and time of implementation of each project. Based on the analysis, each project is catagorized as fitting into one of the nine cells in the matrix best representing its main characteristics.

The number of projects assigned to a cell is also indicated in the figure. The majority of projects and programs occurred after a layoff or shutdown. Also, the majority were implemented through the combined efforts of several agencies, organizations, and/or educational institutions.

The following sections profile nine projects. They were selected from among the forty-nine to represent a variety of services offered at different points in the worker dislocation experience and different combinations of sponsorship. The profiles review the highlights of each project and are intended to suggest strategies that may be implemented in similar situations. The examples illustrate a variety of approaches and, as such, do not reflect a judgment about the effectiveness of any project. Each project has been successful to a greater or lesser extent, depending on variables and circumstances in each local situation.

Three sites were selected for visits and more detailed development of project descriptions. Selection of sites was based on the following characteristics:

- Primarily a local effort
- Comprehensive services provided
- Funding primarily from local sources

- High degree of coordination among agencies
- Currently ongoing project
- Outcome information available
- Not a national demonstration project
- Practices transferable to other sites

The three programs described in detail are: Project RENEW: A Manpower Assistance Program for Displaced Workers in Baltimore, Maryland; the St. Louis Metropolitan Re-Employment Project; and the Dislocated Workers Educational Program, Allegheny County, Pennsylvania. Each represents a somewhat different approach to delivering needed services to dislocated workers.

In addition to the three primary programs, Chapter 3 presents brief reviews of six other projects. Each was selected to reflect different approaches and points of intervention.

A listing of the names, sponsors, and information source is provided in appendix A for the remaining forty projects that were reviewed.

| | Prelayoff | Layoff | Postlayoff | Totals |
|---|---|---|---|---|
| **Single Agency** | 2 | 4 | 4 | 10 |
| **Joint Agency** | 3 | 2 | 13 | 18 |
| **Multi-agency** | 2 | 1 | 18 | 21 |
| **Totals** | 7 | 7 | 35 | 49 |

**Figure 3. Matrix of time and sponsorship dimensions.**

**Project RENEW: A Manpower Assistance Program for Displaced Workers**
233 North Howard Street, 2nd Floor
Baltimore, Maryland 21202
Contact Persons: Morton J. Baum, General Manager
Beverly Miller, Administrative Director
(301) 396-3009

**Context of the Problem**

The mayor of Baltimore formed a task force in October 1982 to recommend and develop a solution to their growing dislocated worker problem. The task force suggested an approach that adapted practices of many executive outplacement firms. Additionally, the task force recommended that volunteer job coaches from private business be used to assist dislocated workers in job search efforts.

**Purpose of the Program**

The RENEW program helps dislocated workers construct a personalized network of interviews through which they conduct their own job search. The program does this by offering weekly workshops for unemployed workers and utilizing the services of a job coach on loan from private industry. Each job coach works with participants on an individual basis.

**Organizational Characteristics of the Program**

**Participating agencies.** The lead agency for program planning and implementation was the Mayor's Office of Manpower Resources. The idea for the program, as well as its basic design, grew out of the Mayor's Task Force on Displaced Workers. Task force participants included representatives from local private sector employers, unions, industrial development groups, and public sector agencies. These entities provided advice and guidance for developing the program model and monetary and in-kind assistance for operating the program.

**Funding.** Funding levels for the program were minimal because of the extensive contributions made by private sector employers in the Baltimore area. For the initial program phase, Westinghouse Electric Corporation furnished an administrative director for the program and office furniture for the program site. Office furniture was also provided by the Rouse Company. Maryland National Bank donated the actual site for the program and Right Associates, an executive outplacement firm, contributed the expertise of its senior associate to design the workshop curricula, train the volunteer coaches, and supervise the delivery of the program's workshops. The only actual cost that had to be absorbed by the city was the salary for a secretary.

**Staff and facilities.** The only paid, permanent staff person for the program was a full-time secretary. A senior executive of Right Associates donated his time to develop materials and direct the delivery of weekly workshops.

The most important staffing function, that of the job coaches, was provided by executives on loan from local area employers. In the first round of the program, there were twenty-four coaches who spent 20 percent of their time on program activities over a six-month period. Most of the

coaches were in their thirties, two-thirds of them were female, and the majority were white. Eighty-four percent held a college degree and about half of these were at the graduate level. More than two-thirds had no formal preparation in counseling or training.

Before working with the actual program clients, each coach went through the series of workshops and completed the exercises required of the participants. This experience enabled the coaches to identify more closely with the participants' experiences and to fulfill their own roles more completely.

The coaches were a supportive presence for individual participants. Coaches encouraged the dislocated workers and assisted them in identifying their skills and appropriate occupations. They also assisted with the development of resumes and with composing a request for an interview, thank-you, and follow-up letters to employers. Coaches did not assist clients with employer contacts except in very extreme situations.

The number of clients assigned to a particular coach ranged from one to ten. Generally, a coach and a client met for one hour per week outside of the workshop setting. Depending upon the rapport that evolved between coaches and their clients, more than one client could meet with a coach at a time.

The program was housed in a facility owned by the Maryland National Bank. All workshops were held at the facility. Additionally, the facility itself was equipped with telephones and various informational tools that clients could use for locating and contacting prospective employers.

**Nature of services.** The RENEW program was designed to help its clients develop their own self-directed job search. The program services had two primary thrusts. One was to help clients realistically assess their own skills, interests, abilities, and career goals and to summarize the assessment in a one page resume. Much of the work during this phase concentrated on raising clients' self-esteem and instilling them with a positive attitude. The second important service thrust was helping the clients identify occupations for which they were suited and potential industries and employers who employ people in those occupations. This phase of the program helped clients build a personal network of contacts who could provide them with information about (1) the type of work they wanted to pursue; (2) job openings that were part of the hidden job market; and (3) other employers who might be able to hire or at least talk with them.

**Operating schedule.** The first cycle of the RENEW program began in January 1983, and a second cycle began in March 1983. A roster of people eligible for the program was developed by randomly selecting individuals from Unemployment Insurance compensation rolls. Individuals entering the program were not required to meet any specific educational standard; however, they had to have at least five years' work experience. The reason for making this requirement was the perception among program planners that those with more work experience could more readily market themselves because of their record of experience.

Generally, groups of twenty-five to thirty individuals were taken into each cycle of the program at any one time. A general orientation session lasted about fifteen minutes, during which the self-help nature of the program was described in detail and basic ground rules were explained. A short break followed the session so that those who were expecting something other than a self-help program could leave. After the break, the clients met their job coaches and began working with them immediately.

A series of weekly workshops followed the initial information session, and clients were expected to attend. These workshops dealt with such topics as information about the job market;

assessing one's own skills and talents; writing a resume; mapping out a personalized job search strategy; identifying potential employers; securing informational interviews; handling interviews; following up on interviews; and securing a job. Aside from the interviews, the participants were expected to meet with their coaches once a week for at least an hour. The program itself carried no time limits. A participant could remain in the program until employment was found or personal employment goals were met. No participants were dropped from the program.

**Program Characteristics and Features**

The RENEW program focused on self-placement and reemployment for dislocated workers. The most unique feature of the program was the strong private-public sector partnership that existed from the program's inception—especially the donations of employees' time to serve as job coaches. The coaches provided the program clients with individualized attention and support throughout their job search process. They helped the clients clarify employment goals and objectives, helped them understand and improve their attitudes toward their own employability, and assisted them in achieving independence in their job searchs. The specific areas in which the coaches offered the most direct aid was in writing resumes and developing letters for informational requests or interview follow-ups. The coaches also spent a significant amount of time helping clients formulate short- and long-range goals and objectives and plan their follow-up activities.

Program planners believed the program would achieve better success if there were a single focus on reemployment. Although coaches and other program staff were sensitive to the fact that workers were likely to have financial, health, and stress-related problems, they also felt that focusing extensively on these other difficulties would detract from the reemployment objective. Coaches and other staff members were provided with information about local area social service providers, so that clients with serious problems could be referred to an appropriate outside agency. In keeping with the goals of the program, every effort was made to treat the job search process itself as a full-time job.

No special aptitude test or skills inventory surveys were used with the clients. However, a modified version of the Myers-Briggs personality test served as a tool for helping the clients look at their personalities, temperaments, and dispositions in relation to their stated career goals and objectives. Special workbooks were developed for the clients to use during the workshops and on their own time.

The materials contained information about the labor market, especially the hidden job market where an estimated 80 percent of all jobs are located. A significant portion of the materials was directed toward helping clients develop a positive self-image and then reinforcing as well as helping them identify their existing skills—both job- and non-job-related—that could be easily transferable to new occupations or industries. Clients were asked to respond to a variety of specially developed questions to help them discover their transferable skills and write a functional resume for themselves. The workbook contained sample resumes and letters that clients could use as patterns for their own efforts. Additional materials and exercises helped them formulate strategies for locating and contacting potential employers, presenting and handling themselves during an interview, and following up with an employer after an interview, even if no job offer resulted.

Throughout the entire program, a great emphasis was placed on helping clients build their own network of employer contacts and market themselves to employers in a positive manner. In order to build their personal network, clients were asked to identify an employment objective and then to develop a functional resume directed toward that objective. Once this was completed, the clients identified five occupations and as many as twenty companies that were likely to utilize their

skills. Next, each client identified ten people, including spouses, relatives, and friends, who could provide constructive feedback about the resume, employment goals, and expectations, and could also suggest additional people to be contacted for assistance.

The eventual objective was to reach individuals in strategic positions within companies that were likely to utilize a client's skills. Clients first contacted such individuals to request an informational interview. The clients were urged to look at each interview not as a chance to be rejected for a job but rather as an opportunity to gain information about the hidden job market.

For those clients who took the program seriously, the estimated time for finding a job was at least six weeks. Clients who did find jobs this way were frequently able to receive a higher salary than they had made at their previous job. However, the majority of jobs that were available often paid a lower salary than the previous one. The program staff advised clients not to reject these jobs outright. Rather, they urged clients to look at the potential for long-term growth in the job or company and to consider the advantages of being back in the employment market rather than being unemployed. To achieve their employment objectives, clients were also urged to be creative with their job search efforts. For example, program staff urged clients to examine the possibility of taking two part-time jobs that would together come close to equaling their previous salary.

In all situations, staff strongly stressed use of follow-up letters. The workbooks contained forms that the clients could use as models for the letters they needed to write. Even when no job offer resulted, the client, working together with a coach, composed a thank-you letter in which the client asked to be kept on file, and often, requested information about additional employers who could be contacted.

Generally speaking, the thrust of the program was to help clients build enough self-esteem and motivation to take and maintain the initiative in finding new employment. Clients were given a tremendous amount of support, but they were also expected to assume the responsibility for utilizing the support and the tools that the program made available for a self-styled, self-directed job search.

**Outcomes**

In late spring 1983, the Center for Metropolitan Planning and Research of Johns Hopkins University conducted an evaluation of the RENEW program based on 166 persons who were in the first two cycles. A total of 136 of these individuals (82 percent) responded to questionnaires administered by the center. The findings indicated that more than a third of the clients from the program had found employment. It was not clear, however, whether this rate was higher, lower, or the same as a comparable group who did not participate in the RENEW program. Participants of the program rated it highly, and a majority of the people said they would be willing to sign up for the program again and would also recommend it to a friend. Clients reported that the coaches were quite helpful in almost every activity.

A significant impact of RENEW was that it increased the participants' optimism. Although the clients who were unemployed at the time of the survey had seen their job prospects as hopeless before the program, less than 10 percent felt that way after utilizing the program. The program also motivated participants to intensify job search efforts. For example, many individuals who had not had a job interview before RENEW had had one or more at the time of the program evaluation.

The evaluation found that clients who utilized information interviews and follow-up letters were more likely to find employment than those using traditional job search methods (e.g., answer-

ing want ads and calling companies). Evaluation results also suggested that motivation and initiative made a difference in a participant's success in finding a job. Clients who were in a financial crisis at the time of program entry were more successful at finding employment. Also, persons who sought out the program themselves were more successful than clients who enrolled after receiving a letter.

The data also suggested the importance of the coaches' role. Clients who had more meetings with their coaches, talked more with their coaches over the telephone, and who met with other participants as a group with their coaches were more likely to have found work.

Of the clients who did find jobs, most were working in manufacturing industries. Wage rates were somewhat lower than previously. However, former clients reported a high level of job satisfaction.

**Metropolitan Reemployment Project**
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St. Louis, Missouri 63110
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**Context of the Problem**

Since 1979, the city of St. Louis and the surrounding metropolitan area have experienced severe unemployment, with over forty thousand workers laid off or displaced by plant shutdowns. An estimated seven thousand plus jobs were lost in heavy industry and other blue-collar occupations.

Because of past work histories in stable, long-tenured, high wage jobs, many of the unemployed were ill-prepared to cope with their job loss or find new employment. In response to the growing problem of worker displacement, the New Spirit of St. Louis Labor/Management Committee, in cooperation with the St. Louis Regional Commerce and Growth Association, initiated the Metropolitan Reemployment Project on a pilot basis to provide assistance to the dislocated workers.

**Purpose of the Project**

The Metropolitan Reemployment Project (MRP) is designed to assist employees and employers presently affected by the structural changes taking place in the metropolitan economy. The services available through the project are numerous. They include counseling the unemployed and providing information regarding job openings, job placement, retraining opportunities and strategies for career change. The project also provides employers with a customized outplacement program by initiating, developing, and delivering exclusive plant- or industry-centered job workshops. Job development activities are carried out by providing employers with information on potential employees who were served by MRP staff.

**Organizational Characteristics of the Project**

**Participating agencies and organizations.** The Metropolitan Reemployment Project is operated by St. Louis Community College and cosponsored by the New Spirit of St. Louis Labor/Management Committee and the St. Louis Regional Commerce and Growth Association (RCGA). Other cooperating organizations are the St. Louis Labor Council, AFL-CIO; the Missouri Division of Employment Security; and the Fund for Improvement of Postsecondary Education (FIPSE).

**Funding.** The Metropolitan Reemployment Project was funded at $134,453 in 1981 for one year under Title III of the Comprehensive Employment and Training Act (CETA). Funding during 1982 was provided by Civic Progress, Incorporated, in the form of a $150,000 grant. The St. Louis Community College provided $100,000 of in-kind support, including facilities, administrative support, and the loan of a director for the project. Civic Progress, Incorporated, provided a $180,000 grant in 1983 for the operation of the project. The project has received a grant from the Fund for Improvement of Postsecondary Education (FIPSE) of the U.S. Department of Education to support a training effort entitled the Experienced Workers Retraining Project. St. Louis Community College also has provided support for the Retraining Project, which offers business services programs in

computer applications (288 clock hours), and electronics (280 clock hours). Additional training is provided by the Metropolitan Reemployment Project staff in job interviewing techniques, placement, resume preparation, financial planning, and communication skills. In the future, the Reemployment Project is expected to receive $325,000 from the Missouri State Manpower Office under the Job Training and Partnership Act (JTPA).

Additional in-kind contributions to the Reemployment Project in the form of personnel or services have been provided by the Missouri Department of Employment Security, the Missouri Department of Elementary and Secondary Education, the RCGA, and the St. Louis Metropolitan Area Private Industry Council.

**Staff and facilities.** The full-time staff for MRP was originally the director, three counselors, one part-time job development specialist, a part-time management information system specialist, a full-time secretary, and a part-time aide. In September 1983, the staff was increased to thirteen full-time people.

The central offices and classroom facilities are located on the campus of St. Louis Community College in a building that is easily accessible to the public. Two outreach offices are operated in Illinois. One is located at the Illinois State Job Service in East St. Louis, and a second is at the Coordinated Youth Service, Incorporated, in Granite City, Illinois. The Experienced Workers Retraining Project, supported by the Institute for Continuing Education, is also located at St. Louis Community College.

**Nature of services.** The project is intended to help people help themselves gain new employment, and provides a range of services toward that end. Counseling services are provided for laid-off workers in the form of workshops and on an individual basis.

Trained professional career counselors work with laid-off (or soon to be laid-off) workers on a one-to-one basis to assess their needs, strengths, and employability skills. From these meetings, each client develops a job search strategy. As the clients explore their backgrounds and their future goals with the counselor, some decide to make a career change. Alternative training possibilities may then be explored. The goal of these counseling services is to help dislocated workers get to the point where they can help themselves in their future career development.

Training and support are provided through a job club and through workshops on resume writing, interviewing, and job search techniques. In addition to these individualized counseling services, project staff may refer clients to their community agencies that provide services for laid-off workers.

The MRP counselors work closely with the Missouri Job Service to identify appropriate job placement referrals. Counselors also provide vocational testing and help clients in using a career resource center.

**Operating schedule.** Initially, separate workshops were offered on a variety of topics, but these have been consolidated into a single, one-day intensive session. In this workshop, each client receives assistance or training in resume preparation, job search techniques, and interviewing skills during a single visit and does not have to return several times to receive all of the services. Individual counseling sessions are scheduled to follow the workshop. Clients may return more than once for additional counseling and job search assistance.

Workshop sessions are offered in various locations, including union halls, employer sites, and at the community college. Experience has shown that a neutral site is a better location because it

is nonthreatening and such a setting does not aggravate the hostility and frustration that dislocated workers may feel toward their former employers or unions due to the loss of their jobs.

Intake interviews are provided by counselors and may last from one to two hours. During the counseling session, clients are guided in identifying their transferable skills and relating them to other jobs that are described in the *Dictionary of Occupational Titles* (DOT). Following the intake interview, clients may be referred to a job shop session for interview training, which is delivered using videotape and practice sessions. Clients may also make appointments for more formal assessment services, such as completing aptitude batteries or interest inventories.

Following the initial counseling and workshop sessions, clients in need of other services are referred to the appropriate agency or organization. Clients who have attended a workshop are contacted at least once a quarter if they do not return for counseling or report on their job search progress.

The project also provides special services to businesses and industries in the area. When a company needs to hire a new employee, it may contact the project for referrals. When an employer calls, project staff members provide prescreening of applicants, copies of resumes, work histories, other information about clients, and direct referrals.

When a company must lay off workers, the project offers outplacement services, career counseling services, and job shop sessions, during which project staff members assist employees in resume preparation and in planning job search strategies. Staff also provide local job market information and teach techniques of networking, as well as how to conduct an effective job search. Interviewing techniques are demonstrated and practiced, and staff provide help in preparing letters of application and making telephone contacts. The project also offers information about many other community resources, including training programs that are offered by various schools (public and private) and social and financial services.

The goals of the project for 1983 include opening two new part-time outreach offices at the Florissant Valley Campus and at Meramec in Kirkwood. Additional outplacement counseling services are planned for fifteen hundred clients, and job shops are planned for one thousand clients. The project has and will continue to operate a computerized job bank and to make appropriate referrals to available job openings.

Project counselors work closely with both the Missouri and Illinois Job Services Placement offices in securing job leads for their clients. The staff will also continue to develop new relationships in cooperation with local companies, labor organizations, agencies, and educational institutions as a way to focus resources on creating new jobs and retraining dislocated workers for new future employment.

**Program Characteristics and Features**

A major MRP component, critical to the reemployment of clients, is job development.

This effort consists of many different activities and strategies that are conducted on a regular basis by the job develooment specialist. For example, the job developer performs the following activities:

- Making direct calls to companies in the area to inform them of available services

- Working with companies that announce future growth or layoffs
- Attending personnel association and business organization meetings
- Visiting adult education classes in community schools and advising them on ways to cope with layoffs
- Contacting religious and support groups to promote project services
- Providing sample letters and other materials for companies to use in announcing layoffs
- Promoting the pool of MRP clients to area employers while searching for job opening leads through referrals

The current part-time job developer reports making an average of twenty scheduled contacts per week with companies. "Cold" calls to unscheduled companies are also made. Information gathered through follow-up visits to employers who have hired MRP clients is used to guide, revise, and improve the various services provided by the project.

The project plans to add two additional full-time job developers to perform similar activities and to locate and write on-the-job training contracts through JTPA to place clients in jobs where they will be trained by the employers.

**Outcomes**

Project staff maintain records on the number of clients served each quarter, the current status of clients, and the average cost of services per client. Of the total number served to date, approximately 75 percent were male, 30 percent were union members, 25 percent were black, and 60 percent were married.

The number of clients served has increased each year since the project started. Over three thousand clients have been served through one-on-one counseling, and a greater number have attended job shop and workshop sessions. An average of 31 percent have become reemployed. An increasing number have entered training each year, with about 10 percent entering training during the first half of 1983 out of a total of 723. Over one thousand clients were served during 1983, with an average cost per client (direct unit cost) of $110 and a direct placement cost of $477.

The project does not claim direct or total credit for all placements, but it has had a very positive effect on its clients and on the community at large. The project is considered a necessary part of community response to the needs of dislocated workers in the St. Louis area, and will continue to operate as long as the need exists.

**The Dislocated Worker Educational Training Program (DWETP)**
Community College of Allegheny County
610 Smithfield Street
Pittsburgh, Pennsylvania 15222
Program Coordinators: Dr. James Holmberg
and Ms. Geri Weiss
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**Context of the Problem**

Pittsburgh has suffered severely from the shock of the recent recession, from a pronounced slump in the area's steel industry, and from changing technology within local plants. More than thirty steel companies, both large and small, including makers of both carbon and specialty steel, have plants in the Pittsburgh area. In recent years, many of these firms have permanently closed or temporarily shut down portions of their plants. In 1979, ninety thousand residents were employed in the steel mills. Today there are approximately forty-four thousand, even after some increase in steel sales in recent months. The spinoff unemployment in other firms brought about by the slump in steelmaking, has led to the layoff of an estimated one hundred thousand workers. In response to this situation, Community College of Allegheny County and the county commissioners have initiated a cooperative retraining effort. Approximately six thousand dislocated workers are to receive educational and skill training services at the college.

**Purpose of the Program**

The primary purpose of the program is to enhance the employability of dislocated workers by helping them start from their present skills and experiences and build a unique program for each participant. The program staff members attempt to achieve this purpose through a combination of career counseling and guidance, job search and motivational workshops, communication and math training, and technical skills training. Program participants are provided with the tools and decision-making skills to enable them to exercise control over their future, the options they wish to pursue, and the new jobs they accept.

**Organizational Characteristics of the Program**

**Participating agencies.** The program is planned, administered, and operated by the Community College of Allegheny County. Clients are served via the college's four branch campuses located strategically around the county: Allegheny Campus, Boyce Campus, Center-North Campus, and South Campus.

**Funding.** The program was funded originally at a sum of $1 million, which was contributed to the college by the Allegheny County commissioners from surplus county funds. Other funds have come from student grant and loan programs, such as PELL Grants, Pennsylvania Higher Education Association Loans, GI benefits, and Trade Readjustment Assistance training benefits.

**Staff and facilities.** Dislocated workers who enter the program use the facilities and regular curricula of the college's four campuses. The workers may choose from among 221 career and occupational development opportunities, more than 100 of which may lead to entry-level job skills within one or two semesters. Individuals may elect to enroll in degree-granting credit courses that

lead toward: an Associate in Arts (AA), Associate in Science (AS), or Associate in Applied Science (AAS) degree; a diploma; a certificate; or a certificate of recognition. Alternatively, workers may tailor a program to their own needs via the college's continuing education program. The college's staff have also designed four courses targeted specifically to dislocated workers' personal and academic needs: Career and Personal Development (fifteen hours), Job Search Skills (twenty hours), Academic Skill Development—Communication Skills (thirty-six hours), and Academic Skills Development—Mathematics (thirty-six hours).

Staffing for the program comes almost solely from the college's regular staff. The initial planning was conducted under the leadership of the dean of educational services and the program coordinator. Working with them were the director of institutional research, the dean of public affairs, and deans and program coordinators from each of the college's four campuses. To supplement permanent staff, intake interviewers were hired on a part-time basis. The dean of educational services and the program coordinator provide college-wide coordination for the program. The institutional research director conducts tracking and evaluation programs necessary for county reporting requirements and for ensuring a quality education for DWETP students.

Similarly, the dean of public affairs aids in obtaining appropriate national and regional media coverage for the program. At each campus, a program coordinator is assisted by the intake interviewers. These individuals also provide personal support and follow up for each client and develop special extra-curricular events for each campus's DWETP students.

**Nature of services.** The DWETP program offers comprehensive, flexible retraining options for eligible dislocated workers. The program funds the cost of a client's tuition, books, and other college-related fees, but not living expenses. Personalized intake counseling and assessment at accessible locations throughout the county are offered to each worker entering the program. Based on the intake interview, staff recommend a personalized course of study or special series of workshops for the client. Options include complete degree programs, one-year certificates, special academic review courses in mathematics or communications, job search training, courses leading to a GED, or nondegree continuing education courses.

Throughout each dislocated worker's retraining experience, personalized counseling, support, and assistance are available. An efficient management information and tracking system provides counselors, instructors, and program coordinators with current information to aid in personalized planning and counseling efforts. Students meet frequently with campus coordinators to monitor their academic progress, obtain special tutoring in troublesome subject areas, revise educational goals, or chart their selection of new courses. The college also provides a blocking option for students having pronounced difficulties with basic academic skills. This option places students having serious problems together, where they are able to lend mutual support and encouragement to each other. Also, the instructors cooperatively review individual students' problems and plan remedial coursework that is coordinated across all subject areas. They may design special curricular materials reflecting the student's experiences and backgrounds.

In addition to the personalized career and academic attention, the DWETP students also receive assistance in other areas of their lives. Intake interviewers, campus coordinators, and others associated with the program are well informed about community social service providers. On an as-needed basis, appropriate referrals to these agencies are made. The formation of peer support groups among the DWETP students are encouraged at each campus. Additionally, the program staff develop informational newsletters for the DWETP students and offer periodic social events, such as family outing days. DWETP students' access to college athletic facilities is also planned.

**Operating schedule.** The Dislocated Workers Educational Training Program began on April 8, 1983 with a five-month open registration program. Dislocated workers who were eligible (e.g., residents of Allegheny County who were receiving unemployment compensation or whose benefits had been discontinued within the previous eighteen months) either called a special college hotline number or mailed in a coupon taken from newspaper ads or special flyers that had been distributed throughout the county at social service agencies, union halls, employment service offices, and other strategic locations. In response to these initial inquiries, a formal application packet was sent to each individual. The college staff conducted a follow-up with all initial applicants who filed an official application form and immediately notified those who were ineligible.

Beginning in June 1983, every eligible applicant underwent an intensive, one-to-one interview with an intake interviewer who had received intensive training on the nature of the labor market, the college's programs and services, criteria and details of the DWETP subsidy, and techniques for conducting interviews and making referrals. Each interview was held in an accessible location to the worker and lasted about an hour. During the interview, the interviewer determined the client's career interests, abilities, and needs and recommended an appropriate course of training. Usually, the students were immediately referred to noncredit continuing education courses and workshops. These included job search and career self-assessment training and brush-up work in basic academic skills. Then, in the fall, most clients were expected to enroll in credit courses.

In order to maintain continued eligibility for funding, all applicants must (1) enroll in career-related continuing education courses by December 1983 and/or begin a credit program at the college by fall of 1984; (2) attend classes through two consecutive semesters, once enrolled in a credit program, and continue in a similar manner until the program is completed; (3) maintain satisfactory academic progress (i.e., cumulative grade point average of C or above); and (4) notify the college immediately upon becoming employed, in which case the program coverage ends at the close of that particular semester.

To facilitate the client's adjustment to the college environment and the ability of program and college staff to meet their needs, the college's institutional research department regularly compiles profiles of the students, administers course evaluations, and assesses students' educational goals and development. This information is sent regularly to program coordinators at each of the four campuses. Using this information, the coordinators maintain personalized follow up with clients, plan special events and programs for them, and work with instructors to account for the needs of the dislocated workers when designing course content.

Although the official closing date for program applicants was 2 September 1983, entrance into the program was extended to December 1983. The college made a commitment to see each accepted student through to either completion of the course of study or to employment. No placement commitment is made to students. However, as the program develops, the staff anticipates greater involvement of the college's job placement staff, and the local business, industry, and government communities.

**Program Characteristics and Features**

The Community College of Allegheny County program for dislocated workers demonstrates a strong and perhaps somewhat unique partnership between local elected officials and the post-secondary educational community. The fact that the county commissioners funded the program from county funds gave the program and those who enrolled in it a legitimate and important status within the community. Additionally, the backing from local officials fostered a sense of community-wide cooperation, especially among agencies serving the dislocated workers.

The college's program provides approximately six thousand of the county's more than one hundred thousand dislocated workers with an opportunity to develop new occupational skills via a personalized retraining or educational development program. To offer this type of opportunity required a highly organized and cooperative effort. The program's coordinator, the college's dean of educational services, the dean of public affairs, and the director of institutional research form the core planning staff. Assisting them, on an as-needed basis, are the DWETP coordinators from each of the four branch campuses, deans from each of the four campuses, and other staff from each campus who are accustomed to working with the unemployed.

From the outset of the program, the planning group and the college staff made a commitment to serve as many individuals as possible in a personal way. Consequently, at critical points throughout the program's open registration period, individualized contact was made with the registering dislocated workers. Additionally, an effort was made to provide continuity among the staff who were most involved with the workers. For example, as informational requests came into the college, basic demographic and biographical information (including address and telephone number) was recorded. This was done so that general, three-hour meetings could be held for large groups of the dislocated workers at convenient and accessible locations.

Each individual who requested information was telephoned or notified about the meeting by mail. These meetings served as a forum for college staff to provide detailed information about the program, to offer information to the workers about Unemployment Insurance benefits or other relevant compensation information, and to help the workers understand or cope better with the stress of unemployment.

To provide a sense of continuity for the workers, several of the counselors developed materials for and taught several of the noncredit courses. These include courses featuring job search, resume writing, interviewing, and self-assessment techniques. For the workers who enrolled during the summer months, especially those choosing credit and degree-granting programs, there were no official activities until September. The planning staff thought that many individuals would want to begin activities immediately. As a result, the special courses in academic skills, job search skills, and career and personal development were created.

The program coordinators from each campus and the program's director have developed many of the materials for these special courses themselves. Basic core materials are used for all the campuses (e.g., in the career and personal development courses, the Vocational Interest Experience and Skill Assessment materials from the American College Testing Program were used). However, each campus is free to develop special materials, such as workbooks, special labor market materials, or class handouts, and to utilize course delivery methods that seem most relevant for their particular clients.

As the DWETP program gets completely underway in the fall of 1983, the college's program staff intend to strengthen the commitment to personalized support and follow-up for the students. This approach is stressed strongly because many of the dislocated workers enrolling in the program are older, have worked at the same job for many years, or may never have attended college or completely finished high school. With the emphasis on the flexible training options and activities mentioned earlier, (e.g., the blocking option, the social events for the students and their families, and the specialized newsletters about emerging occupations and area labor market trends), the college is trying both to facilitate the workers' adaptation to normal student life and to provide them with a special identity, especially during the early months of transition.

No special labor market analysis was conducted to decide specifically which occupations are most appropriate for the dislocated worker to enter. This is because, aside from the four special

courses developed for the DWETP students, program clients will be entering regular college programs that already are based on labor market information and employment demand surveys. Although the goal is to help the students become as employable as possible, the program also enables them to exercise some control over the options that are available to them and the occupations they enter. The program staff believe that dislocated workers should be given whatever tools they need to take the next step in becoming more employable. If the next step for an individual involves learning a new skill rather than jumping immediately into another dead-end job, then that person should invest in training. The job search and career and personal development courses come as early as possible in the overall program so that workers can find new, productive jobs and finance their own training. However, every effort is being made to ensure that the new employment experience, whether it comes immediately or only after substantive retraining, has good potential employment longevity.

In order to carry out programmatic objectives, the program's planning and administrative staff has needed strong cooperation and support from the college's institutional research staff. At the outset of the program, the staff had no idea about the number of people that would be handled, nor of the exact type of information required. Thus, staff had difficulty planning for their informational needs. However, over the five months of open registration, the research staff was able to develop special statistical reports and to establish an efficient database that will assist program planners and administrators throughout the program's duration. For example, demographic profiles have been developed for each client and for each of the four campuses. These reports include age, sex, employment history of each worker, status of unemployment benefits, skill background, educational history, educational needs, job interests and career plans. Additionally, an assessment was made of clients' needs for formal skill training or short-term workshops.

Plans are being made to continue tracking program clients throughout their academic careers, to build in a data component that will assess the institution's ability to respond to the clients, and to provide follow-up information after clients graduate or drop out. The research staff have their own computer terminal and have control over data turnaround time. Data were transmitted rapidly throughout the summer to all staff that have been associated with the DWETP program. The availability of this information has enhanced the planning process, has helped the staff to be more concrete about their goals, and has led to some modifications in the career development and job search courses. It also helped the program administrators more effectively handle over eight thousand inquiries received from dislocated workers during the registration period.

**Outcomes**

During the period from 8 April to 2 September 1983, the DWETP staff handled 8,275 inquiries received via the telephone hotline or by coupons returned from local newspaper advertisements. Of these inquiries, 5,702 individuals returned applications. Each applicant was interviewed, and 153 applicants were seen twice because they were referred to a branch campus that had a more suitable program. For the fall of 1983, 3,250 applicants have enrolled in credit programs; 92 percent have chosen two-year associate degree programs, and the other 8 percent have chosen one-year certificate or short-term diploma programs. The average age of the clients is thirty-four, with 21 percent between thirty-six and forty-five. Most have worked in prior jobs for six to seven years. Over 80 percent have not attended school beyond high school, over 70 percent are male, and 45 percent are interested in pursuing vocational-technical curricula.

## CHAPTER III

## SIX SAMPLE STRATEGIES

The following six project descriptions represent various approaches that have been tried by private companies, local governments, unions, and/or educational institutions to prevent the termination or layoff of workers, or to smooth the transition of workers out of their previous jobs into new ones.

### Preventative Strategies

**Kawasaki Motors Manufacturing Company and Lincoln, Nebraska, Partnership Project**

During the latter part of 1981, Kawasaki Motors Manufacturing Company, located in Lincoln, experienced a slack period of production, creating a surplus of workers. The plant, which is the American headquarters of Kawasaki, typically employs about six hundred people and produces more than sixty thousand motorcycles a year. Kawasaki decided not to lay off unnecessary workers, which would result in a net skill loss to the company. Instead, the company arranged to loan a team of eleven employees to the city while retaining them on the company payroll.

The team consisted of ten employees and a supervisor who were to perform special projects for the city of Lincoln. Fifty other employees were assigned to maintenance and other plant departments to keep them on the payroll.

The loaned workers received their regular wages and fringe benefits and were expected to be recalled when production picked up at the plant. The project was consistent with the corporation's interest in maintaining a high degree of loyalty among its workers. The workers performed various tasks as part of the restoration of the Old City Hall in Lincoln, which is listed in the National Register of Historic Places. The loan of the workers was of considerable benefit to the city, which was suffering from a shortage of funds at the time. The innovative idea received national attention and a personal compliment from President Reagan.

Although the fundamental concept of the project was sound and did secure the jobs of a few workers, the company eventually was forced to reduce the work force due to the sustained decline in the sales of motorcycles. To forestall an across-the-board layoff, Kawasaki offered employees the option of taking a voluntary six-month layoff or being paid at least a thousand dollars to resign. Workers who chose the voluntary layoff were eligible for Unemployment Insurance benefits and were promised a return to their jobs in six months (or sooner).

Employees who chose to terminate were eligible for rehiring, as needed, if they reapplied for their jobs. Terminating workers were compensated for their years of experience at five hundred

dollar increments per year, beyond two years, up to a total allowance of three thousand dollars for five or more years of service.

**California's Short-Time Compensation Program and the Weiser-Lock Company**

In 1978, the California legislature passed Senate Bill 1471 authorizing the Work Sharing Unemployment Insurance Program. The legislation allows the payment of work sharing unemployment benefits to individuals whose wages and hours are reduced as a temporary alternative to layoff.

The work sharing program gives employers an alternative to full layoff when there is a temporary or permanent need to reduce their work force. The savings to employers and employees are substantial, although there are also costs involved. Employers can avoid many of the costs directly related to a layoff, such as severance pay, vacation and sick leave pay, supplemental unemployment benefits, and costs associated with any special outplacement services that may be provided, as well as administrative processing costs of all of these.

One of the companies that utilized the program was Weiser- Lock, located in Huntington Beach. In April 1980, the company experienced a substantial decline in business due to the depressed state of the construction industry. The company was faced with the probability of laying off more than three hundred employees. Instead, Weiser-Lock asked about one thousand employees to accept a reduced work week of four days, with 20 percent of their weekly Unemployment Insurance benefits to be received as supplemental compensation.

The program was systematically introduced to the employees by their supervisors at departmental meetings. Employee questions were answered individually and common concerns were addressed in writing and posted or distributed to all employees. The outcome of the Weiser-Lock experience was positive and enabled many valuable employees to be retained and productivity to remain at previous levels.

The program is relatively easy to implement. For example, using a plan approved by the Employment Development Department, an employer may reduce the work week of one hundred employees from five days to four days, instead of laying off twenty workers to achieve the same 20 percent reduction. All one hundred workers will continue to earn wages for four days of work and will be eligible for Unemployment Insurance benefits for the nonworking day. If the workers are being paid $200 a week, their reduced work pay would be $160, and they would become eligible to collect 20 percent of the Unemployment Insurance to which they would be entitled under a full layoff. For example, if the maximum weekly benefit is about $89 a week, a worker could qualify for as much as $18 a week in Unemployment benefits. Added to a $160 paycheck, this totals $178 compared with a normal paycheck of $200. California's legislation allows the payment of work sharing Unemployment Insurance benefits up to twenty weeks during a period of fity-two consecutive weeks, beginning with the first week that benefits are paid.

Employers are charged for work sharing Unemployment Insurance benefits in the same manner as regular Unemployment Insurance benefits. However, employers whose benefit charges exceed contributions (i.e., negative balance employers) are required to pay additional contributions ranging from 0.5 percent to 3 percent in succeeding calendar years.

**R. G. Barry Company Outplacement Program**

When a company is faced with an inevitable layoff or shutdown, implementing an orderly and effective outplacement program can soften the blow to employees and facilitate their transition to other employment. The following profile reports on the efforts of one company to conduct an organized and humane outplacement program.

The R. G. Barry Corporation is a slipper manufacturer noted for its team management approach to production and for having made a strong contribution to the human resources accounting movement in the early 1970s. Barry currently manufactures and markets both branded and unbranded slippers and imports casual shoes and sandals for approximately 80 percent of the American slipper-buying public. In 1982, Barry divested itself of an entire division. The Mushrooms Shoe Division, inventories, some production equipment, and the chemical formula for the special cushioned soles were sold to U.S. Shoe Corporation. In addition, the Mushroom brand name was licensed by U.S. Shoe. The divestiture involved the permanent layoff of approximatly one thousand employees.

The approach taken by Barry was multifaceted. First, all employees who were to be laid off received six weeks' to five months' advance notice. Second, accurate and timely information dissemination was made a priority. All postings, information on severence pay, benefits information, and information on out-placement services were verified a minimum of six times by various individuals (i.e., corporate human resources and administrative managers, plant and divisional human resources managers, payroll staff, benefits administration services staff, and a final sign-off by the individual employee). Third, coordinating sessions were held twice weekly with all corporate, divisional, and plant-level human resources staff and plant managers to ensure maximum responsiveness and accurate information transmittal. Finally, training seminars and services were provided in the following areas: resume preparation, job application preparation, job search strategies/job interviewing, career counseling, want ad newspaper clipping services, employment agency contacts, letters of reference/recommendation, personal budgeting counseling, and situational adjustment counseling. All services were offered on company time and at company expense.

Resume preparation included a training session for all employees who requested it. Once the basic information was completed in draft form, a human resource manager at the divisional or corporate level reviewed and modified the material. A final version was prepared for the individual workers' approval. Once approved, twenty-five original resumes were prepared on word processing equipment.

Job application preparation training and coaching was provided using R. G. Barry application forms.

Job search strategies/job interviewing workshops offered videotaped interviewing techniques, systematized record-keeping techniques, and source lists of potential employers.

Career counseling offered self-awareness training, career skills inventories, and career aspiration coaching. Books and pamphlets (such as *What Color is Your Parachute?* by Bolles 1978) were purchased by the company for use by interested employees.

A want ad newspaper clipping service was provided in accordance with the job interests of each worker. Lists of employment agencies with whom R. G. Barry had worked in the past were

provided to employees interested in contacting agencies. Letters of reference and recommendation were provided by the company president, corporate or divisional human resources manager, and/or the individual's supervisor.

Personal budgeting counseling was provided by Columbus, Ohio, Consumer Credit Counseling Services. Personal counseling was provided by human resource staff managers trained in counseling. Unemployment assistance counseling was provided at each location by the Frank Gates Service Company, an actuarial service agency providing services in areas such as unemployment, life insurance, workers' compensation, and safety. Finally, typing, telephone, and message and mail services were provided on a requested basis.

Throughout the period, in addition to the routine services provided, all individual problems and concerns were addressed with a maximum forty-eight-hour turnaround goal. All goals were achieved. Random phone calls made to affected workers within three months following layoff indicated positive responses to company efforts to provide outplacement services. All workers—managerial, factory hourly, and office hourly—received equivalent selected services, and 100 percent of the affected employees indicated they felt R. G. Barry had attempted to provide them with the best help possible under the circumstances.

## Postlayoff Strategies

### The Delaware Dislocated Worker Program

The state of Delaware's program for dislocated workers was developed to serve individuals who were unemployed, between the seventh and twelfth week of collecting Unemployment Insurance compensation, and unlikely to be recalled by their former employer. Since the state had not yet suffered from severe economic dislocation caused by a major plant closure or layoff, the program was designed more toward the needs of the experienced unemployed.

The program was planned and developed at the state level. However, administrative and operational functions were centralized at the county level for each of the state's three counties. The county level was chosen to eliminate the need for the unemployed to travel long distances to receive services. The major thrust of the program was job placement and reemployment for the clients. However, when retraining was deemed necessary, it was available through one of several training institutions in the state.

The program site in each of the three counties was a centrally located school. Program services combined career counseling, guidance, and a self-directed job search curriculum for the clients. The program was designed to utilize as much voluntary help as possible and was largely the result of cooperative planning and coordinated service delivery among state- and local-level public agencies. The staff who provided both career guidance and placement assistance were primarily high school vocational guidance counselors. The program also enlisted the aide of job developers from Delaware Technical and Community College, Wilmington Skills Center, and the local employment service.

There were fifty-eight individuals from the state who ultimately signed up for the program. Initially, unemployed individuals who were eligible for the program were contacted when they reported to their local unemployment insurance office. When a sufficiently large pool of applicants was not obtained from these efforts, a card was mailed to individuals between the seventh and

twelfth weeks that described the program, told the person where to go for an orientation, and contained a preliminary application card. Of the people who completed an application (280 total), only those who had transportation and met the aforementioned criteria (181 total) were considered to be eligible. The Social Security numbers of these individuals were fed into a computer and sixty-five were selected randomly. These sixty-five were chosen to receive program services, and the remainder of the 181 became part of a control group.

In all three counties, counselors were given in-service training and were paid a flat rate per participant to work on a one-to-one basis with each client. There were a small number of counselors who were responsible for two clients. It was recommended that the counselors see each client at least once a week for an hour. Above and beyond this recommendation, however, the program was implemented in a slightly different way in each county.

In Sussex County, for example, a total of six individuals registered for services. After receiving sixteen hours of job search training, all six clients were placed into new jobs. At least part of this placement success was due to the placement orientation of the counseling staff. All four had had previous experience placing adults and were strongly placement oriented. Program staff thought that this experience had contributed to their success in working with unemployed adults.

Kent County had sixteen participants, twelve of whom were finally placed. Much of the counseling work in this county was done on a group basis and, according to program staff, the counseling staff was somewhat less placement oriented than those in Sussex.

New Castle County had thirty-six participants, twelve of whom were placed. Of the remaining, eleven had been referred to retraining. Because of the larger number of participants in this county, it was more difficult to arrange meetings between counselors and clients. Additionally, counseling and placement functions were divided among different individuals. This situation resulted in clients working directly with job developers without notifying the counselors. Consequently, the lack of communication contributed to a less effective placement campaign.

The counselors in all three counties indicated that they would have liked more training, especially since most of them had not worked with adults previously. Also, they felt that a lack of up-to-date labor market information was a major stumbling block to effective counseling or placement of the clients. As a result of the counselors' experiences and program planners' perceptions, the program is currently being modified.

The idea of using high school counselors who must work with adults in addition to their regular student caseload is being dropped. Five full-time counselors/job developers are to be utilized instead. There is a full-time director and two clerical staff, one in New Castle County and one shared by Kent and Sussex Counties. Counselor/job developers will have an ongoing flow of participants; counselors will spend approximately 50 percent of their time contacting employers for placement leads (30-40 contacts per month) and 50 percent with the clients. Planners hope to enroll clients during their tenth week of unemployment benefits so they will have the funding and time necessary to enable them to partake of program services before their income is exhausted. Counselors will be able to finance training, when necessary, either from a formal training institution or through OJT contracts with employers; on-the-job training options are being encouraged. Also, $170,000 has been put into a fund to be used for large-group special training, should a major employer close its doors or suffer a mass layoff. An intake process will provide orientation and three days of group job search training to all who are initially screened in. Those not accepted will be referred to the employment service or other client-specific placement programs (i.e., those directed specifically at women, older workers, and veterans).

At least half of the funding for the new, modified program will come from JTPA. The other half must be matched by nonfederal funds or in-kind contributions and Unemployment Insurance payments made to eligible individuals served by the program (these payments can make up no more than 50 percent of the state's total match). The original program was funded at a level of $40,000. Half of this budget was a $20,000 contribution from the Delaware Advisory Council on Career and Vocational Education. The other half came from a special economic development grant fund of the Delaware Development Office designated for skill training.

**Steelworker Cross-training Projects**

Pittsburgh, Pennsylvania, has been known as a steel town for over fifty years. However, by 1982 the decline in the American steel industry had reached a crisis. In the four county areas surrounding Pittsburgh, over forty thousand workers had lost their jobs in the steel mills, many with little or no prospect of ever going back. The economy in Western Pennsylvania was down and no one was hiring. At that time, representatives of the United Steel Workers of America and the dean of continuing education at the Community College of Allegheny County began creating a "job task analysis model" for cross-training dislocated steelworkers. They recognized that many of the former employees in the steel mills were highly skilled and trained in occupations that offered a high potential for transfer to other occupations outside the steel industry. The first step in the model was to analyze the local labor market changes taking place and attempt to identify potential employment opportunities for skilled workers.

A labor market need was identified. Pittsburgh was in the midst of a $5.5 billion downtown renewal project. New high-rise office buildings were being built and several had been completed. A number of stationary engineers would be required to maintain and operate the buildings.

The next step in the model involved identifying the job categories of unemployed workers with similar levels of education, duties, tasks, and responsibilities. The results of the analysis indicated an approximate match between the job requirements of a stationary engineer (i.e., building systems operator) and the millwright's job in the steel mills. The differences or discrepancies between the required new skills and the old skills possessed by the millwright workers formed the basis for a cross-training curriculum.

A candidate pool of millwrights was identified by the local employment service, which then recruited, screened, and referred individuals to the training program at the community college. The profile of the skilled workers involved in the project was as follows:

- A middle-aged worker with a good work record
- A representative member of a cross section of race and sex
- A high school graduate
- Often a veteran with specific technical training and job experience
- Had post-high school training and technical education
- Had completed a corporate apprentice training program (2,000 hours of on-the-job training and four years of 144 hours/year classroom education)

- Often had ten years of successful technical-related employment
- Often had attended postapprentice upgrading training

Thirty unemployed millwrights were selected and cross-trained in an intensive five-week (150 hour) program. The project was funded by a special grant from the Governor's Discretionary Fund and proved to be cost-effective. By building on the previous education, training, work experience, and responsibilities of talented dislocated workers, the local building owners were provided with highly skilled and capable workers to fill complex stationary engineer positions.

The cross-training model is currently being used to prepare other dislocated workers in the areas of electronic repair, instrument repair, and electromechanical repair for emerging jobs as robotic repair technicians. Future plans include cross-training workers for computer software jobs.

**California Economic Adjustment Team: The Eureka Project**

California workers have suffered severely from job losses due to plant shutdowns and mass layoffs. Statistics from the California Employment Development Department (CEDD) for the period from February 1980 to July 1983 indicate a loss of 148,803 jobs and 1,465 business and plant closures. The Standard Industrial Code categories represented in the count of closures are in excess of fifty different types of industries.

California was one of the first states to organize a statewide program to assist workers who were dislocated by major plant closures or layoffs. The California Economic Adjustment Team (CEAT) was created by executive order of the governor and mandated by the legislative passage of S.B. 1823 during the 1981-1982 session. The initial membership of CEAT included directors of the Departments of Employment Development, Economic and Business Development, Industrial Relations, the Office of Planning and Research, and representatives of organized labor, industry, and local government. The membership was expanded in 1981 to include the Department of Education, the Chancellor's Office of the California Community Colleges, and the Department of Transportation, Food, and Agriculture. The health and welfare agency initiated complementary programs in 1982.

CEAT was charged with the major functions of coordination and communication as well as responsibilities for the following activities:

- Assisting local communities in the planning and the implementation of effective response actions
- Assessing future employment and economic trends within the industrial, commercial, and agricultural sectors
- Recommending approaches and, when necessary, legislation to (1) minimize harmful consequences of plant closures, (2) promote rapid reemployment of workers, and (3) revitalize the economy of affected communities

Through the efforts of CEAT and the California Employment Development Department, many different projects have been undertaken and various models for responding to plant closures have been developed. The *Planning Guide Book for Communities Facing a Plant Closure or Mass Layoff* (Fedrau, Glasmeier, and Svensson 1983) details many of the different models. One of these,

the Eureka model, is reported next as an example of the types of assistance that have been provided to local communities by the statewide efforts of CEAT.

The North Coast Center for Displaced Workers was established in August 1981 to provide assistance to more than one thousand laid-off forest and mill workers in Humboldt County. The center is the product of a widespread community effort led by the First Congregational Church in Eureka and involving the mill, union locals, and a coalition of other community groups. The church provided a facility for the center and some financial assistance prior to state CETA funding approval.

Activities at the center proceeded under two separate state CETA grants. During the initial phase, the Redwood Community Action Agency (RCAA) accomplished the following:

- Alerted/educated the community about the emergency situation
- Began to coordinate and mobilize government, business, and other related community resources to address the crisis
- Attempted to contact every dislocated worker
- Developed an understanding of the immediate and long-term needs of the affected workers
- Established a project steering committee to help evaluate the crisis and decide on needed actions

The primary function of the center during the second phase (beginning 1 October 1981) was to facilitate worker transition and reemployment efforts, with special emphasis on job development and local economic development activities. This phase lasted twelve months, during which the following primary efforts were undertaken:

- Expanded participant outreach and assessment activities
- Coordinated provision of transition counseling services
- Solidified and expanded center linkages with various community segments (e.g., private employers, labor unions, lending/banking institutions, vocational education providers)
- Established effective liaison with the local economic development efforts for job creation potential
- Maintained process evaluation activities to track and record progress of the project participants and all the project activities
- Provided administrative services necessary for the successful operation of project activities

The design of the project enabled center staff to respond to the immediate needs of the participants (e.g., employment counseling, financial counseling, referral to personal counseling, job development) and also to develop longer-term approaches to job creation through economic development activities and increasing community awareness and support.

Center staff consisted of four Redwood Community Center Agency (RCCA) project staff and one full-time equivalent position borrowed from the local office of the California Employment Development Department (EDD) for five months. EDD staff responsibilities included participant interviewing, job referrals, and referral to other employment service activities, such as testing and job search workshops. Staff and financial support were provided also by a grant from the Northern California Regional Conference of the United Church of Christ (UCC). UCC staff focused their efforts upon community resource mobilization activities.

The project directed particular emphasis toward the following areas of retraining and economic development:

- The center's activities in economic development were targeted to assisting project participants with specific interest in starting a small business. Center staff identified interested individuals and located the financial resources to start business development efforts.

- Participants interested in starting small businesses were referred to the Small Business Support Center, which provided information about how to start a small business. Other resources, such as the Arcata Economic Development Corporation (AEDC) and the Redwood Region Economic Development Council (RREDC), were canvassed and asked to provide support when appropriate.

The center staff attended the town hall meetings of the scattered rural lumber mill communities to ascertain their needs and to help them focus on the impacts of area mill closures. Among the activities that were initiated were the following:

- A revolving loan fund has been established with contributions from lumber mill employers.

- The center staff worked closely with lending institutions to assist dislocated worker homeowners to modify their financial loans.

- Local attorneys in Eureka have provided free legal assistance.

- The UCC developed and conducted "Life Work Planning" programs to assist workers to identify other skills to transfer to other jobs.

# APPENDIX A

# OTHER PROJECT PROFILES

## EMPLOYERS/LABOR/MANAGEMENT

**Program Information**

Dana Corporation's plant shutdown

**Sponsorship**

- Company
- United Auto Workers of America (UAW)
- Employment Service—loaned equipment

**Program Activity**

- Workers were given preferential consideration for openings at other Dana plants
- Two months' pay allowed for relocation assistance; eligibility lasted five years
- Job search program established; Dana-funded employee-operated
- Provide workers with job search skills; 4 1/2-day workshop (attendance mandatory); skills inventory; development of communication abilities; financial planning assistance; pre-retirement planning; resume writing techniques; typing of workers' resumes; a job search center established with a microfilm system and telephones
- Attempt made to match employees with other Wisconsin companies
- Contacts made with other employers—advertisements, phone calls; Dana worked in conjunction with job service but kept placement efforts separate
- Benefits were negotiated for workers; medical insurance maintenance for one year; qualification for pension vesting made possible; retention of seniority rights for those relocating to other Dana plants

**Location**

Edgerton, WI

**Information Source**

McKersie, Robert B., and McKersie, Williams. *Plant Closings: What Can Be Learned from Best Practices*. Washington, DC: U.S. Department of Labor, 1982.

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## Empire-Detroit Steel Division

**Program Information**

Empire-Detroit Steel Division plant closing

**Sponsorship**

- Community Action Organization
- Company
- Job Search Assistance Program sponsored by—
  - Company
  - Local 2116 of U.S. Steelworkers
  - Governor's Office
  - Bureau of Employment Services
  - Scioto County Commissioners

**Program Activity**

- Three-month notice given for shutdown
- Job Search Assistance Program
- Separate program for salaried and hourly workers
- For hourly workers—
  - Job Search Center established at Union Hall
  - "Job Search Tools" were available for job search efforts; microfiche file; video equipment for improving interviewing skills
- Telephones for interview contacts
- Employment Service counselors donated free of charge
- Staff assisted with job applications and resume preparation, motivational support
- Workers provided with transportation to interviews; expenses reimbursed when relocating
- **Salaried Workers**
  - Special outplacement program
  - Available benefits explained to them—immediate pension or severance pay
  - Individualized job search assistance
  - Company prepared a resume book, indexed entries by disciplines and circulated books to prospective employers
  - Over 200 employers contacted; attempted to place workers with other branch plants of the Cyclops firm (for these, relocation expenses provided)
  - Special personnel consultant hired to provide programs on job search and benefits and compensation

- For both groups, workers could leave prior to actual shutdown
- Benefits continued for six months
- For older workers with over twenty years of service, if age plus experience added to sixty-five or more years, hourly employee could qualify for two years of Supplemental Unemployment Benefits

**Location**

Portsmouth, OH

**Information Source**

McKersie, Robert B., and McKersie, William S. *Plant Closings: What Can Be Learned from Best Practices*. Washington, DC: U.S. Department of Labor, 1982.

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**Ford Assembly Plant**

**Program Information**

Ford Assembly plant closing

**Sponsorship**

- Canada Manpower Consultative Service
- United Auto Workers of America (UAW)
- Ford Company
- Joint labor-management committees were formed, one for salaried, one for hourly workers

**Program Activity**

- Committees compiled an inventory of employee skills
- Computerized lists compiled of the laid-off, including names, addresses, telephone numbers, age, seniority, and job classification
- All laid-off hourly workers were contacted, asked to complete questionnaires/personal data sheets; employees were advised to begin own job search effort, register with local employment center
- Salaried workers went through same process but received a job-hunting kit
- Committee contacted local employers; 130 larger ones were sent letters to solicit support jobs, 2000 smaller were telephoned; local want ads scanned regularly, advertisements placed in business sections of larger area papers

- Job search was conducted; detailed records of available jobs maintained; first priority to referral was the already laid-off worker; second were those yet to be laid-off; seniority was the governing criterion in each case
- Committee meetings held every two to three weeks to review progress, discuss problems
- Monitoring reports compiled on a daily basis
- No retraining or individual counseling offered; the Canadian Manpower Service handled this themselves as the need arose
- Lead-time notification of shutdown was not an issue; Canadian law requires two months' notice or equivalent amounts in severance pay
- The Manpower Service absorbs 50 percent of cost of committee expenses for financially solvent enterprises and 100 percent for bankrupt businesses

**Location**

Oakville, Ontario

**Information Source**

McKersie, Robert B., and McKersie, William S. *Plant Closings: What Can Be Learned from Best Practices*. Washington, DC: U.S. Department of Labor, 1982.

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**International Silver Company**

**Program Information**

International Silver's Product Diversification Effort

**Sponsorship**

International Silver Company

**Program Activity**

- After having built a new plant facility in 1968, sales of stainless flatware declined along with the company's share of the market
- Decision made to discontinue production of stainless steel flatware
- Decision also made to not close down the plant
  - Work force highly specialized—reemployment would be difficult
  - Company would lose investment made in machinery
  - Company felt responsible to the community

- Management team set about to find new direction for company's efforts

  - Wanted a business with low sales, distribution, administrative costs
  - Wanted products that were recession-proof and anticyclical
  - Wanted high-technology product lines
  - Wanted products with an expanding market

- Developed the following:

  - Tube and Machining Division
  - Precision Machining Division
  - Machine Tool Division

- Workers were retrained to staff the new divisions

- Company invested $1 million

- Program received a $164,000 grant from U.S. Department of Labor, under Trade Adjustment Assistance program to cover instructor costs, supplies, 75 percent of machinery needed for vestibule training

- Trainees earned $5.87/hr. during the program; the entire project involved a four-year, 8000 hour toolmaker apprenticeship program

**Location**

Meriden, CT

**Information Source**

McKersie, Robert B.; and McKersie, William S. *Plant Closings: What Can Be Learned from Best Practices*. Washington, DC: U.S. Department of Labor, 1982.

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**United Auto Workers/Rockwell International**

**Program Information**

Joint UAW-Rockwell programs to provide jobs for laid-off autoworkers (two programs)

**Sponsorship**

UAW, Rockwell International, and the U.S. Department of Labor (DOL)

**Program Activity**

- Rockwell to give preferential hiring to 2000 laid-off workers from Rockwell's automotive division at the company's aerospace plant in Columbus

- The DOL will offer $300,000 to retrain laid-off autoworkers from the auto division for jobs at Rockwell's plants that will build long-range aircraft

**Location**

Columbus, OH

**Information Source**

"Developments in Industrial Relations: New Programs Aid Laid-Off Workers at Rockwell," *Monthly Labor Review* 105, no. 6 (June 1982): 63-64.

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**Goodyear Tire and Rubber Company**

**Program Information**

Goodyear Tire and Rubber Company outplacement program for blue-collar dislocated workers

**Sponsorship**

- Goodyear Tire and Rubber Company (primary funding)
- Career Development Team, Inc. (CDT) provided outplacement counseling services

**Program Activity**

- Twelve to thirteen hours of counseling in three sessions, all on company time
- Six hour workshop where employees seriously consider new careers
- Peer-to-peer workshops for choosing job targets, determining skills and shortcomings
- Resume-writing clinic
- Interviewing practice
- Individual counseling sessions as wrap-up to program
- Company also sends fliers to local employees advertising skills of work force

**Location**

Los Angeles, CA

Conshohocken, PA

**Information Source**

"Company Help for the Laid-Off." *Business Week*, 4 February 1980, pp. 88-89.

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### Jones and Laughlin Steel Corporation

**Program Information**

Jones and Laughlin Steel Corporation

**Sponsorship**

- Company-funded
- Career Development Team, Inc. (CDT) conducted outplacement

**Program Activity**

Same as the Goodyear outplacement program, except for company sending fliers

**Location**

Youngstown, OH

**Information Source**

"Company Help for the Laid-Off." *Business Week*, 4 February 1980, pp. 88-89.

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### Brown and Williamson Tobacco Corporation

**Program Information**

Brown and Williamson Tobacco Corporation—procedures to aid dislocated workers

**Sponsorship**

Company

**Program Activity**

- Advance notification of plant closure was given
- Severance pay offered: twenty-six weeks pay for those with one to six years; for seven to ten years, twenty-six weeks, plus one more week for each year of service beyond six
- Pension and benefits packages were improved; early retirement offered; continued life insurance and medical insurance for six months; change in profit-sharing rules; unlike previously, employees getting severance pay due to plant shutdowns could receive profit-sharing money in same year as layoff
- Gradual phaseout over a three year period
- Relocation options for 325-375 jobs at company's Macon, Georgia plant

- Financial assistance given for those who relocated; moving expenses and housing selection based on seniority
- For those not relocating, employment assistance given; counselors were from union/management ranks and had special training
- Graduate Equivalent Degree training offered on company premises
- Retraining for skilled employees trained as making and packing machine adjusters employees whose skills were unique to tobacco industry
- Persuaded employment service to revise rules so workers could draw both Unemployment Insurance and severance pay

**Location**

Louisville, KY

**Information Source**

"'BNA' Examines Efforts by States and Employers to Help Laid-Off Workers." *Employment and Training Reporter* 13, no. 50 (August 25, 1982): 1325-1326.

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**Crucible Steel Company/Midland Job Search Club**

**Program Information**

Midland, Pennsylvania, Job Search Club for Crucible Steel Company

**Sponsorship**

- Corporate contributions
- Local government
- Labor unions

**Program Activity**

- Familiarize laid-off steelworkers with current job market
- Provide workers with skills to find jobs on their own
- Program had two segments—a four-day classroom portion and a job search component with no time limit
- Workshop helped participants evaluate their own skills and interests
- Taught workers how to develop their own opportunities

- Job Resource Center established having—

  - Newspapers from twenty-five cities
  - Telephone books from forty cities
  - Daily job service orders provided from Pennsylvania and Ohio
  - Twenty state industry directors
  - Four phone lines (two WATS)

- Center open five days per week, staffed with a job developer and a counselor

**Location**

Midland, PA

**Information Source**

"Job Search Club of Midland, Pennslyvania." *Project Summary #00332*. Washington, DC: The President's Task Force on Private Sector Initiatives, n.d.

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**General Motors**

**Program Information**

General Motors Retraining Project—Jefferson City, Missouri Plant

**Sponsorship**

- Groups providing funding:

  - Corporations
  - State government

- Groups providing in-kind support:

  - Educational institutions
  - Local businesses
  - Labor unions
  - Federal/state governments

**Program Activity**

- In mid-1970s workers at GM and several other auto plants in area were dislocated from their jobs

- In late 1980, GM decided to establish a new auto plant in the area; plant is highly automated, requires new skills of workers

- GM made a commitment to retrain laid-off auto workers to work in new plant

- Workers trained in—
  - Skills needed to operate the plant
  - A wide variety of skills needed for plant work
  - Attitudinal training and team building exercises to build new, more democratic labor-management relationships
- State government served in a coordinating capacity for the project
- State Department of Elementary and Secondary Education played a direct role in planning, funding, and implementing the retraining program; reports directly to the governor's cabinet
- Program ran from January 1982 to August 1983
- Cost was about $39 million; $35 million was for wages/benefits paid to trainees
- State/local funds were for 40 percent of the program

**Location**

Jefferson City, MO

**Information Source**

"General Motors Industry Retraining Project." *Project Summary #002366*. Washington, DC: The President's Task Force on Private Sector Initiatives, n.d.

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**General Food Corporation**

**Program Information**

General Food Corporation's Interplant Transfer Program

**Sponsorship**

General Food Corporation

**Program Activity**

- Workers were given the opportunity to relocate to a new plant at company expense; all workers who were displaced by a plant shutdown at the company's Walter Baker plant in *Dorchester*, Massachusetts, were guaranteed a new job at a Dover, Delaware plant
- An employee would receive one week with pay at the time of the move; reimbursement up to $1,000 for transfer expenses, including moving, travel and incidentals; company provided counseling on housing in the Dover area; houses of salaried employees were purchased; all employees, whether they transferred or not, were offered a free trip to Dover to survey the new surroundings
- For employees not transferring, there was severance pay and employment counseling

**Location**

Dorcester, MA

**Information Source**

Lipsky, David B. "Interplant Transfer and Terminated Workers: A Case Study." *Industrial and Labor Relations Review* 23, no. 2 (January 1970): 191-206.

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**National Aeronautic and Space Administration**

**Program Information**

NASA's Space Flight Center

**Sponsorship**

Goddard Space Flight Center

**Program Activity**

- Job-finding assistance program
  - Actual job leads were provided
  - Job-finding training was also given
- Individual counseling and workshops were held in the areas of skills identification, resume writing, and interviewing skills

**Location**

Maryland

**Information Source**

Schloseberg, Nancy K., and Leiboritz, Zandy. "Organizational Support Systems as Buffers to Job Loss." *Journal of Vocational Behavior* 17, (1980): 205-217.

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**U.S. Bancorp**

**Program Information**

U.S. Bancorp's program for training and retraining unemployed persons

**Sponsorship**

- Rogue Community College conducted training
- Funding was from a $15,000 grant from Bancorp

**Program Activity**

- Offered training and retraining to the unemployed in data processing, precision machining, word processing, and full-charge bookkeeping
- Placement assistance in training area

**Location**

Rogue Community College, Grants Pass, OR

**Information Source**

Gianini, Paul C. "Small/Rural Roundup: College as Catalyst." *Community and Junior College Journal* 53, no. 4 (December/January 1982/1983): 49.

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**Illinois State AFL-CIO**

**Program Information**

Illinois State AFL-CIO manpower council

**Sponsorship**

State department of Commerce and Community Affairs

**Program Activity**

- Conducted needs assessments of the kinds of activities that were occurring nationally for the dislocated
- Developed guide book of different programs and service options
- Determined that dislocated workers most need information and support; developed idea of Readjustment Workshops that are implemented using a community network approach
- Hold a four hour workshop where information on Trade Adjustment Assistance, UI benefits, community services and job search techniques are offered; objective is to give the dislocated a brief idea of options open to them rather than detailed information; workshop coordinates work cocperatively with community service delivers to give the presentations
- Hold workshops at sites accessible to workers
- Refer workers to CETA sponsored Job Clubs
- Desire to hold workshops, when possible, at plants before layoff actually occurs
- Work with State of Illinois to design a statewide model program patterned after the Downriver community program in Michigan

**Location**

State of Illinois

**Information Source**

Meecham, Melva. "Report on Activities of Illinois State AFL-CIO Manpower Council." A presentation to National Alliance of Business Conference on Dislocated Workers held in Pittsburgh, Pennsylvania, 4-6 April, 1983.

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**Employment Transition Center**

**Program Information**

Employment Transition Center for laid-off workers

**Sponsorship**

- State CETA
- Human Resources Development Institute
- Glass Workers Union (Local 418)
- California Employment Development Department

**Program Activity**

- Individual skill assessments
- Resume writing instructions
- Basic skills education
- Special tutoring for apprenticeship and employer exams
- Allowances to participants while in program
- Stress or financial counseling or legal assistance
- Job development
- Mass mailings to area employers to solicit jobs
- Coordinated efforts with the employment service job development and placement activities

**Location**

Lathrop, CA

**Information Source**

*Labor-involved Services for Displaced Workers: Program Models*. Washington, DC: AFL-CIO Human Resources Development Institute, 1982-1983.

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**Retraining Program for Laid-off Miners**

**Program Information**

Retraining Program for Laid-off Miners

**Sponsorship**

- Various AFL-CIO unions
- Colorado; Human Resources Development Institute
- Funding from Balance-of-State CETA and Balance-of-State PIC

**Program Activity**

- Retraining miners as welders/pipefitters, machinists and chemical operators at the Rocky Mountain Energy and Environmental Center near Denver
- Provided thirty-five hours of training per week for twenty-six weeks
- HRDI and unions worked with employers to develop jobs

**Location**

Denver, CO

**Information Source**

*Labor-Involved Services for Displaced Workers: Program Models*. Washington, DC: AFL-CIO Human Resources Development Institute, 1982-1983.

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**Job Search Club for Laid-off Steelworkers**

**Program Information**

Job Search Club for Laid-off Steelworkers

**Sponsorship**

- United Steelworkers of America, District 36
- Local CETA prime sponsor

**Program Activity**

- Job search through an ongoing CETA program
- Workshop on job search techniques
- Mock interviews
- Evaluating of newspaper advertisements
- Telephones and materials furnished for actual job hunt

**Location**

Fairfield, AL

**Information Source**

*Labor-Involved Services for Displaced Workers: Program Models*. Washington, DC: AFL-CIO Human Resources Development Institute, 1982-1983.

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**Project Challenge: Work Again**

**Program Information**

"Project Challenge: Work Again," a statewide reemployment effort

**Sponsorship**

- Participation by varied unions
- Funding from CETA Balance-of-State and PIC

**Program Activity**

- Program was part of what has been a three year effort between Human Resource Development Institute and statewide CETA; in the past, retraining, referral, job development, and placement have been offered; currently offered are—

  - Group training in job search techniques and employability development
  - Weekly follow-up sessions; counseling, job referral, training, or school
  - Employability planning
  - Job development
  - Retraining (OJT when possible)
  - Relocation assistance

**Location**

Montana

**Information Source**

*Labor-Involved Services for Displaced Workers: Program Models*. Washington, DC: AFL-CIO Human Resources Development Institute, 1982-1983.

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**Retraining for Laid-off Autoworkers**

**Program Information**

Retraining program for Laid-off Autoworkers

**Sponsorship**

- United Auto Workers Local 1364
- Alameda County Training

**Program Activity**

- Seven-week course of 168 instruction hours—Machine Tool Technology I and II
- Located part-time or on-the-job training positions for those who could not participate in training without financial assistance

**Location**

Hayward, CA

**Information Source**

*Labor-Involved Services for Displaced Workers: Program Models*. Washington, DC: AFL-CIO Human Resources Development Institute, 1982-1983.

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**Early Intervention Program for Molders**

**Program Information**

Early Intervention Program for Molders

**Sponsorship**

- Participation by the International Molders and Allied Workers Union Local 231
- Funding from Eimco Foundry Division

**Program Activity**

- Operated an outplacement center; started before plant closed

- Provided information to acquaint workers with center services; community representatives provided information about potential services
- Provided needed social and job-related services
- Arranged suitable job placements
- Referred displaced to the Career Guidance Center in Salt Lake City where skill evaluations were offered
- Offered work sample tests evaluating skills and abilities and identifying interests and job goals; referred to vocational counseling and training
- Taught job search techniques

**Location**

Salt Lake City, UT

**Information Source**

*Labor-Involved Services for Displaced Workers: Program Models*. Washington, DC: AFL-CIO Human Resources Development Institute, 1982-1983.

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**Job Search Assistance for Laid-off Miners**

**Program Information**

Job Search Assistance for Laid-off Miners

**Sponsorship**

- Participation by Oil, Chemical and Atomic Workers International Union, Local 2-24410; union provided facility
- Funding from Colorado Job Service

**Program Activity**

- Provided complete job services at a union center
- Helped workers improve their job hunting skills; extended search to other areas
- Workshops on job search techniques held at union hall
- Job service specialist located at union hall two days per week
- Provided free telephone service for workers seeking interviews; job lists from entire state made available
- County social service agencies provided special services

**Location**

Leadville, CO

**Information Source**

*Labor-Involved Services for Displaced Workers: Program Models*. Washington, DC: AFL-CIO Human Resources Development Institute, 1982-1983.

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**Workshop for the Displaced**

**Program Information**

Human Resources Development Institute—AFL/CIO—Workshop for the Displaced

**Sponsorship**

Human Resources Development Institute

**Program Activity**

- Worker assistance workshop before workers terminate
  - Brought in experts and community people to address the issues workers face—stress, depression, need for counseling, finance assistance, etc.
  - Introduced workers to community chief executive officers and local government support agencies
- Contacts with community agencies led to offers of service and referrals to training
- Both union and nonunion participants were permitted

**Location**

National program, with locations of various workshops including--

- Birmingham, AL
- Kansas City, MO
- Cullman, AL
- Charleston, SC
- Denver, CO

**Information Source**

"Congress No Expert on Laid-Off Worker Problem; Leaves it to Those Who Are." *Employment and Training Reporter* 14, no. 14 (8 December 1982): 380-381.

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### Canadian Manpower Consultative Service

**Program Information**

Canadian Manpower Consultative Service (CMCS)

**Sponsorship**

- Canadian National Government (50 percent of funding)
- Plant and Union (25 percent each of funding)

**Program Activity**

- Involved labor-management jointly with the CMCS in solving dislocated worker problem
- CMCS requires early notification of impending layoff
- Provided job search and reemployment/placement assistance
- Informed employees of program's existence and services available
- Conducted individual interviews to determine worker needs
- Referred workers to training/counseling sites
- Employer contacted other employers to locate employment positions; referred employees for interviews

**Location**

Canada

**Information Source**

"Study Praises Private Sector Panels in Canada that Aid Dislocated Workers." *Employment and Training Reporter* 14, no. 11 (17 November 1982): 290-291.

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## DEPARTMENT OF LABOR

### Downriver Reemployment Project

**Program Information**

Downriver Community Conference Reemployment Project

**Sponsorship**

- Intergovernmental Consortium of sixteen communities in Wayne County, Michigan

- Mayors of the sixteen communities formed the board of directors
- U.S. Department of Labor Demonstration Project

**Program Activity**

- Employees treated as customers who purchase a service—a diversified product line
- Staff conducted an aggressive and professional private sector outreach and marketing strategy; significant amount of contact needed between the placement staff, laid-off workers, and employers
- Staff realized that not all workers were within the scope of program operations; some with no marketable skills did not fit the program
- Contacting employers took variety of forms—
  - "Cold" calling
  - Presentations at trade associations, chambers of commerce, etc.
  - Participation in area associations (PIC, etc.)
  - Referrals from other agencies
  - Tips from participants
- Visits to work sites by specialists to help employers develop job descriptions; appropriate applicants then sent for interviews
- Employers offered skilled workers who can be trained to meet occupational requirements for existing jobs

**Location**

Wayne County, MI

**Information Source**

"Displaced Worker Program Works Best for Those Who Need It Most, Report Says." *Employment and Training Reporter* 14, no. 44 (7 July 1983): 1490-1491.

NOTE: Other U.S. Department of Labor funded Worker Demonstration Projects are located at:

- Buffalo and Erie Counties, New York
- Yakima County, Washington
- Jai-Willamette Valley, Oregon
- Milwaukee, Wisconsin

**Information Source**

"Dislocated Worker Contracts." *Employment and Training Reporter* 14, no. 8 (27 October 1982): 207-208.

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## COMMUNITY-BASED ORGANIZATIONS AND EDUCATIONAL INSTITUTIONS

### Control Data Corporation

**Program Information**

Control Data Institute training of 120 dislocated steelworkers for high-tech jobs

**Sponsorship**

Control Data Corporation

**Program Activity**

Retraining

**Location**

Pittsburgh, PA

**Information Source**

Program Information from the National Alliance of Business Conference on Dislocated Workers in Pittsburgh, Pennsylvania, 4-6 April, 1983.

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### California Employment Development Department

**Program Information**

California Employment Development Department

**Sponsorship**

Statewide effort sponsored by the California Employment Development Department. Advisory board called the CEAT—California Economic Adjustment Team—composed of all state departments that can have an impact on reemployment of the dislocated

**Program Activity**

- Established a reemployment center at site of problem
- Two models, one with and without company and union involvement
- Local community played important role

**Location**

California

**Information Source**

"California Pools Resources to Help Dislocated Workers." *NAB Showcase* 5, no. 3 (April 1983): 1, 8-9.

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**Mansfield Retraining Project**

**Program Information**

Mansfield Retraining Project

**Sponsorship**

- An education committee formed by the dean/director of Ohio State University's Mansfield Campus and other area educators
- The Mansfield Area Growth Committee; the education committee became a part of this group
- Funding from the state—Governor's Contingency Fund and Department of Economic and Community Development's Industrial Development Fund
- Services provided by CETA and state bureau of vocational rehabilitation

**Program Activity**

- Assembled various community groups to address displacement problem: labor, management, health, welfare, vocational educators from schools, colleges, institutes, and skill centers
- Conducted survey of vocational schools to determine type of training they offered
- Provide orientation to job counselors
- Notified all workers that a program was available to them
- Career centers established in schools, at union hall offering career counseling, information and registration for retraining courses provided
- Courses offered that run from three to four months
- Coordinated planning among community groups

**Location**

Ohio

**Information Source**

Abbott, William L. "The Mansfield Formula for Worker Renewal." *Voc Ed* 54, no. 5 (May 1979): 38-41.

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**Job-a-Thon**

**Program Information**

WLNE-TV Station-Sponsored Job-a-Thon for the displaced and unemployed

**Sponsorship**

- Funding from TV station and local level PICs
- Actors involved—TV station, state employment service, National Alliance of Business regional office, PICs local chamber of commerce

**Program Activity**

- Located available jobs in private sector
- Located unemployed and displaced individuals
- Screened and matched jobs with job seekers during a three-hour television broadcast
- Permitted job seekers to present oral resumes on camera

**Location**

Massachusetts and Rhode Island

**Information Source**

"Job-a-Thon Finds Work, Hope for New England's Jobless." *NAB Showcase* 5, no. 3 (April, 1983): 6-7.

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**San Diego Reemployment Center**

**Program Information**

San Diego Reemployment Center

**Sponsorship**

- PIC
- Funding from a local PIC and state monies—(CETA)

**Program Activity**

- Job search workshop
- Employment counseling
- Referral services
- Vocational training
- Family/finance counseling

**Location**

San Diego, CA

**Information Source**

"San Diego Reemployment Center." *The NAB Clearinghouse: Program Leads File P300156.* Washington, DC: The National Alliance of Business, 22 March 1983.

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**Scioto County Relocation Program**

**Program Information**

Scioto County (Ohio) Relocation Program for Dislocated Workers

**Sponsorship**

- Funding from CETA—Title IV
- Community action organization in Scioto County operates the program

**Program Activity**

- CETA program had originally been geared to retraining skilled workers; when Empire-Detroit Steel Company closed mill in 1980, program operators felt that retraining was not the answer; there simply were not enough jobs
- Program dropped retraining orientation; prior economic development efforts to attract new industry were not effective; operators felt relocation was a good strategy to pursue
- Job Club was established to enable workers to find jobs outside of county; listings of job vacancies in various cities provided; WATS lines provided; workers urged to conduct a personal job hunt through friends/relatives in other parts of country
- Prepared profiles of unemployed labor force; sent profiles to areas of country having high employment
- Several displaced steelworkers found jobs by chance with Lone Star Steel in Longview, Texas

- Plant had other needs; Scioto County arranged for workers by long distance, then sent groups of workers down by Community Action Organization owned van
- Those relocating were given $100 per week until first paycheck, for four weeks
- Workers are encouraged to take any job that was available in hopes that they could move on to something better

**Location**

Portsmouth, OH

**Information Source**

"An Ohio County's Relocation Program Gets More Publicity Than it Needs." *Employment and Training Reporter* 13, no. 40 (16 June 1982): 1069-1070.

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**"Where Do We Go from Here" Conference**

**Program Information**

"Where Do We Go From Here?" Conferences for the Unemployed and Displaced

**Sponsorship**

- Henry Ford Community College and a TV talk show psychologist were original sponsors; now cooperative effort
- Greater Detroit community colleges
- Manufacturer's Bank
- WDIV-TV
- WXYZ Radio
- Community agencies
- Private businesses
- Program volunteers
- Private citizens

**Program Activity**

- Phase I—one-day conferences provided helpful information to the dislocated worker
- Career change counseling and retraining assistance offered

- Coping with psychological needs of unemployment, including—

  - coping strategies for finance management, stress reduction, marital problems, nutrition, and time management
  - training/educational admission requirements at local institutions
  - job search/resume/interview information

- Phase II—two-hour evening seminars on resume writing, repackaging yourself, getting out of debt, legal/medical issues

- Phase III—fund-raising activities to get tuition aid for the unemployed

**Location**

Dearborn, MI

**Information Source**

Program information from

Henry Ford Community College,
510 Evergreen Road,
Dearborn, MI, 48128

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**Des Moines Program for the Displaced**

**Program Information**

Des Moines (Iowa) Program for the Displaced

**Sponsorship**

- Local city government, private employers, chamber of commerce, unions, religious/charitable organizations, Drake University, community college, proprietary school, community health personnel, local lending institution.

- Funding for program from—

  - City of Des Moines $45,000 from a block grant
  - CETA contributed $75,000
  - Private sector gave $75,000
  - Office of Planning and Programming gave $75,000
  - Unions made some monetary contribution
  - Osteopathic medical community contributed

**Program Activity**

- Mayor at request of local union, formed a committee to plan a program for displaced in Des Moines

- Decision made to offer training and placement services to the displaced
- Combined public and private funding was made available for tuition
- Community college agreed to offer instruction for available jobs
- Drake University and National Institute of Technology in Des Moines also participated
- Intensive counseling, testing, screening were conducted before people assigned to skill training
- Chamber of commerce contacted private employers to have them interview trainees for employment
- City helped the displaced keep their homes—absorbed mortgage payments
- Formed a tripartite agreement with Des Moines taking $17[illegible],000 of block grant (assumed 30 percent of mortgage loan); lenders absorbed 10 percent of mortgage loans and FHA assumed 60 percent interest rates on loans dropped to 9 percent; most workers were able to keep homes
- College of osteopathic medicine and local osteopathic association offered free health care to the displaced workers and their families; seven clinics throughout city offered such service

**Location**

Des Moines, IA

**Information Source**

Byerly, Richard. "Report on Des Moines, Iowa's Program for Dislocated Workers." Presentation to a National Alliance of Business Conference on Dislocated Workers in Pittsburgh, Pennsylvania, 4-6 April 1983.

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**Salinas Economic Development Effort**

**Program Information**

Salinas, California, effort to attract new industry

**Sponsorship**

- Salinas Chamber of Commerce
- Representatives from local government, unions, local businesses

**Program Activity**

- After three plant closings in area, decision made to engage in a business attraction and retention effort

- Salinas Chamber of Commerce led formation of a plant closure task force
- Membership included community leaders, public officials, labor-management representatives; idea was to attract new industries, convince existing ones to remain
- Nationwide marketing program was developed; community college helped with publication of material; industrial prospectus was developed
- Twenty-member technical advisory group was formed
- Community forums on economic redevelopment were held
- An industrial committee was created to deal with issues facing local industry
- Chamber helped draft first countywide policy on economic development
- City established a Salinas Department of Economic Development and an industrial development bond program
- Local radio/TV developed public affairs programs
- By mid 1982 city had regained one thousand new jobs from seven new employers

**Location**

Salinas, CA

**Information Source**

"Salinas, California's Program for Business Attraction and Retention." *Project Abstract*. New York, NY: Citizen's Forum on Self-Government, National Municipal League, 1983.

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**Adult Career Power Counseling**

**Program Information**

Adult Career Power Counseling

(Not specifically for displaced workers; target audience is all unemployed adults)

**Sponsorship**

- Macomb Area Work Education Council, Incorporated
- Educational institutions
- Private foundations
- Labor unions

**Program Activity**

- Area counselors received training for offering special assistance to unemployed adults; training in conjunction with local county college, intermediate school district, local personnel and guidance association
- Counselors assigned to four public libraries
- Local media advertised the project
- Clients were tested and counselors followed through with clients on a continuing basis
- Twelve hours a week were spent at each of the four sites
- Work Education Council supplied all materials and purchased various books relating to job search interviews
- Stipend of ten dollars per hour was paid to counselors
- Clients paid no money

**Location**

Warren, MI

**Information Source**

"Adult Career Power Counseling." *Project Summary #000262*. Washington, DC: The President's Task Force on Private Sector Initiatives, n.d.

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**"Operation What Now"**

**Program Information**

Orange County (New York) Community College's (OCCC) "Operation What Now" program for displaced Ford Motor Company workers

**Sponsorship**

- A task force was formed, included OCCC, local congressional representatives, Middletown Chamber of Commerce, and the local job service
- Training covered under Trade Adjustment Assistance benefits

**Program Activity**

- A public meeting was held for all Ford workers and others affected by plant shutdown
- Speakers at meeting discussed: chances of plant reopening, prospects for new employment, real estate/requirements; education and retraining opportunities, general services available to workers

- Questionnaires administered to workers about their needs
- Persons interested in career information and retraining were sent invitations to participate in OCCC's four weeks of counseling and career information meetings
- General interest inventory and aptitude testing given; private counseling to explain test result to workers was given; workers were introduced to college's occupational and vocational library, job bank, and college catalog library; further sessions were available
- Further academic testing and counseling provided for those interested in education or retraining
- Training was available for those who were interested
- Job Service helped with placement
- Follow-up contacts were planned

**Location**

Middletown, NY

**Information Source**

McMahon, John J. "There Was no Ford Plant in Their Future." *Community and Junior College Journal* 51, no. 6 (March, 1981): 28-29.

## REFERENCES

Adams, Daniel N., Jr. "When Laying Off Employees, the Word is 'Out Training'." *Personnel Journal* 59, no. 9 (September 1980): 719-721.

Martin, Philip L. *Labor Displacement and Public Policy*. Lexington, MA: Lexington Books, 1983.